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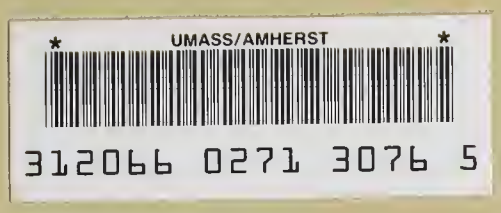

A MANAGEMENT STUDY OF THE MASSACHUSETTS BOARD AND DEPARTMENT OF EDUCATION

December 1985

VOLUME 2 of 2

Cresap, McCormick and Paget
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IV - OPERATIONS

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This chapter presents the study's recommendations relating to the operations of the Board and the Department of Education. Conduct of Board business, information requirements and systems, means of identifying and responding to educational needs, Board oversight of the Department, and other Department operations are discussed in this chapter.

CONDUCT OF BOARD BUSINESS

Board Meetings Should Be Structured To Make The Most Effective Use Of Board Member And Department Staff Time

- The present structure of Board meetings, the process for establishing agendas, and the subsequent, occasional lack of focused discussion prevent Board meetings from being as productive as they could be.

  - The structure of the meetings encourages Board members to spend considerable time discussing relatively unimportant matters.

    - Since approval of the minutes and reports of the Board of Education are placed at the beginning of the agenda, Board members spend a relatively long time discussing these matters.

    - As meetings progress, however, important agenda items sometimes receive relatively little attention.

      A number of observers have indicated that the quality of Board discussion tends to decrease as the length of the discussion increases.

  - Board agendas are not always adhered to, which results in inefficient use of Department staff time.

    - Staff members have been observed spending more than seven hours waiting to make a ten minute presentation.

    - o This problem is exacerbated when Board meetings are held outside Quincy, because staff members may waste an entire work day waiting to make a presentation since their travel time does not permit them to make several trips to and from the meeting to accommodate a changing agenda.

- Since Board members are not directly involved in setting agendas, they do not anticipate which items should receive the most attention.

    - o Presently, the Commissioner approves the agenda for Board meetings, which is prepared by his executive committee based on a framework provided by the Board and a 12-month calendar of Board meeting topics that derives from the framework.

    - o An agenda of consent items requiring no discussion is not prepared.

    - o Board members rarely consult Department staff before Board meetings to discuss which items on the upcoming agenda are likely be the most controversial or to ask factual questions about materials in the Board information packet.

- Board discussions sometimes stray from substantive policy issues.

    - o Board members spend considerable time discussing administrative matters.

    - o They ask informational questions rather than questions focused on policy issues.

    - o They address issues unrelated to the agenda item under discussion.

- Therefore, Board meetings should be restructured, Board members should play a more active role in establishing agendas, and the Board Chairperson should exercise strong leadership to ensure that Board agendas are adhered to and that discussion remains focused.

    - The Board's bylaws should be modified to accommodate a revised order of business at Board meetings.

        - o Approval of reports should be the last item on the Board's agenda.

  - o A consent agenda consisting of items requiring no discussion, such as the approval of grants and of administrative matters, should also be established.

- The process by which Board agendas are established should be revised.

  - o Up until fifteen days before a Board meeting, Board members should be able to place suggested items on the agenda for the next meeting.

  - o Under normal circumstances, unless items are placed on the agenda 30 days before the Board meeting, Department staff should not be required to prepare information mentioned on that agenda item.

  - o The Board Chairperson should have the authority to prevent such items from being included on the agenda, if information prepared by the Department is necessary before the Board could have a substantive discussion.

  - o A proposed agenda should be prepared by the Executive Assistant to the Board (discussed in Chapter V), reviewed by the Commissioner, and presented to the Board's Executive Committee 10 days before the Board meeting.

  - o The Executive Committee should review the proposed agenda and suggest revisions to the Commissioner.

  - o Eight days before the Board meeting, the Executive Assistant to the Board should prepare a revised agenda for review and approval by the Board's Chairperson.

- Before the meeting, Board members should have informal discussions with members of the Department to identify agenda items likely to be the most controversial and to obtain information about material in the Board information packet.

  - o The Commissioner or the Executive Assistant to the Board should discuss the approved agenda with each Board member, either by phone or in person, the week before the Board meeting.

  - o Other Department staff should also be available to informally discuss agenda items with Board members before each Board meeting.

- Especially important items should be discussed in a separate "committee of the whole" session the day before or after regularly scheduled meetings.

    o As required by law, these "committee of the whole" sessions should be public.

- The Board Chairperson should exercise strong, effective leadership.

    o Board meetings should start on time.

    o Statements from the audience should be strictly limited to three minutes each.

    o The order of business stated on the agenda should be followed.

    o Discussion should not be allowed to stray from the agenda item being discussed.

    o Discussion of administrative issues should be limited.

<u>The Orientation Program For New Board Members Should Be Expanded And Continuous Training Should Be Provided For Existing Board Members</u>

- The Department should establish a continuous integrated in-service training and orientation program to provide Board members with a comprehensive understanding of State and federal education laws and regulations, the Department, its programs, and the educational issues they will address as Board members.

    - The existing orientation program is helpful but it is neither long enough nor sufficiently detailed to give Board members an adequate appreciation for the complexity of Department operations and an in-depth understanding of educational issues.

- This integrated training and orientation program, which should be coordinated by the Executive Assistant to the Baord (as discussed in Chapter V), should have the following well-defined objectives.

    - Give Board members an integrated understanding of the Department and its activities.

    - Increase Board members' insight into the educational needs of students throughout the Commonwealth.

    - o The problems of both urban and rural school districts should be examined.

    - o Likewise, the unique problems of school districts in the eastern, western, and central parts of the State should be addressed.

  - Provide Board members with a detailed understanding of key educational issues facing both the Commonwealth and the nation.

  - Deepen Board members' understanding of their statutory responsibilities, and how State and federal laws, regulations, and policies affect the Department.

  - Enable Board members to function more effectively in their positions.

    - o Board members who have not previously served on a Board need training in ways to effectively carry out their responsibilities.

    - o Members should also receive training in how to achieve consensus.

    - o Board Chairpersons should learn how to effectively exert leadership, interact with legislatures, and control discussions.

- This continuous training should be provided by a variety of individuals, which may include:

  - The Commissioner

  - Associate Commissioners

  - Bureau Directors

  - Regional Center Directors

  - Other Department employees

  - Board members

  - Former Board members and chairpersons

  - Legislators

  - Staff members of legislative committees

  - Teachers

- Superintendents

- School administrators

- Other specialists from outside the Department.

INFORMATION REQUIREMENTS AND SYSTEMS

Board Members Should Receive Important, Focused Information In Streamlined Agenda Packets

- Board members should receive information that enhances their ability to understand and discuss policy issues and enables them to more effectively oversee Department activities.

- Although Board members currently receive helpful information, it is not presented effectively.

  - At present, information summaries do not focus on policy issues.

  - Detailed information is provided on all agenda items regardless of their complexity or importance.

    - o At a recent meeting, approximately the same amount of information was provided on the Commissioner's Operational Plan, which will guide the Department's actions for the coming year, as was provided on the request that the teacher preparatory program at one university be approved.

    - o Board members receive so much information that they find it difficult to identify and focus their efforts on the most important agenda items.

    - o Staff, equipment, and material resources used to prepare information on relatively unimportant agenda items could be more effectively used in other areas.

- Steamlined Board agenda packets should include only information that will enable Board members to make informed decisions.

  - For all agenda items not included in the consent agenda, policy and position summaries should be prepared by relevant staff and should include:

    - o Pertinent facts

- o A summary of the pertinent issues
- o Recommended Board action

  A summary of the reasoning supporting the recommended action

- o Alternative actions.

  A summary of the pros and cons of alternative actions and why they are less desirable.

- For all agenda items, the Department should provide more detailed background information to any Board member requesting it.

Procedures For Collecting Information From Local School Districts Should Be Improved

- Procedures used to collect information from local school districts should be revised to ensure that:
  - Information requests are effectively coordinated
  - Local school districts receive meaningful feedback
  - Local school districts understand the purposes for which information is being collected.
- The Department is required by statutes to gather information from local districts.
  - Chapter 69, Section 1, for instance, requires the Commissioner to "collect information relative to the condition of the public schools, the performance of their duties by school committees, and the condition of the towns in regard to teachers, pupils, books, apparatus and methods of education."
  - Chapter 15, Section 1G authorizes the Board to "collect and maintain information from any public school system in the Commonwealth relevant to its work or requested of it by the advisory council on education."
  - Chapter 188 requires significant information from the local level.
    - o Each school committee, for example, is required to file annually with the Department information in seven categories and program descriptions in eight categories.

- o The mandated Basic Skills Improvement Tests and Curriculum Assessments and the provisions for discretionary grant programs will also require considerable information to be collected from local districts.

- The Department's information gathering efforts continue to be cumbersome and time-consuming.

  - Although the Department should be commended for its efforts to coordinate information gathering, the procedures established to organize data requests have not been effectively followed.

    - o School districts report that they are often asked to provide identical information to a number of bureaus.

    - o In addition, since local school officials are not told the relative importance of the various information requests they receive, they do not always know which information request is the most important.

      Since they do not know when to expect important information requests, their ability to plan and manage scarce staff resources effectively is hindered.

  - The purposes for which information is being collected are not always effectively communicated to local school administrators.

    - o Some bureaus do an excellent job of explaining both the importance of the information requested and how that information will be used.

    - o Other bureaus, however, do not effectively communicate with local school districts.

  - Guidance in effectively using information local schools collect to improve management of their operations or enhance quality of school programs is not often provided by the Department.

    - o In many instances the results of the Department's information gathering efforts are not communicated to local districts, and little effort is made to identify ways local districts can effectively use such information to benefit their schools.

    - o Some exceptions to this ineffective communication of collected information are:

Superintendents do receive some information (for example, information on student costs, enrollment, and per-pupil expenditures), which supports their planning and budgeting efforts.

A number of school officials interviewed mentioned that the Conditions Of Education report prepared by the Office of Executive Planning provided them with much useful information.

The Position Of Information Management Coordinator Should Be Established

- The position of Information Management Coordinator, reporting to the Director of Information Systems Bureau (currently titled Data Collection and Processing), should be established to coordinate the Department's information gathering efforts and to streamline existing information gathering procedures, and to oversee the planning, design, and implementation of information-related systems.

  - The Information Management Coordinator should undertake a systematic review of all information requests made by the Department to local school districts and should identify ways to combine forms and otherwise streamline the information gathering process.

  - The Information Management Coordinator should create a calendar specifying when information requests will be made and the relative priority of these requests.

    - o This calendar should be updated every three months to reflect changes in priorities and additional information requests.

    - o A copy of this calendar should be distributed to the superintendent of schools in each school district.

  - The Information Management Coordinator, working with the Regional Center Directors, should develop an understanding of how information provided by local school districts can be used to help the districts' operations.

    - o Regional center staff, when meeting with local school officials, should discuss what information would be most helpful to them.

    - o The Regional Center Director should summarize these findings in an annual report submitted to the Information Management Coordinator.

- o After communicating these findings to bureaus requesting information, the Information Management Coordinator should help the bureaus develop information summaries that will be useful to local school districts.

- The Information Management Coordinator should also work with the Director of the Information Systems Bureau to coordinate the Department's data processing and information gathering efforts.

  - o This person should work with the Application Study Team (discussed below) to coordinate the planning, design, and implementation of information-related systems throughout the Department.

  - o The Information Management Coordinator should ensure that data collected from local school districts is included on the Department's data bases, is easily accessible, and can be manipulated easily.

  - o Ways to automate information gathering procedures should also be explored.

    The Department's Applications Study Team is currently exploring ways to link the Department's computer system with computer systems in local school districts.

    Also, the Department has begun to provide school districts with computer discs to record information to be read by computers at the central office.

- The duties of the Information Management Coordinator should require a full-time-equivalent employee and should be assigned to an existing staff person.

  - o The followup study, recommended below should specify how duties of staff should be reassigned so that the duties of the Information Management Coordinator may be assumed by an existing employee.

<u>The Information Management Coordinator Should Manage A New Set Of Procedures To Systematically Gather Information</u>

- A systematic process should guide the Department's information gathering efforts, as shown in Exhibit IV-1.

Massachusetts Board and Department of Education

RECOMMENDED PROCESS FOR COORDINATING INFORMATION REQUESTS

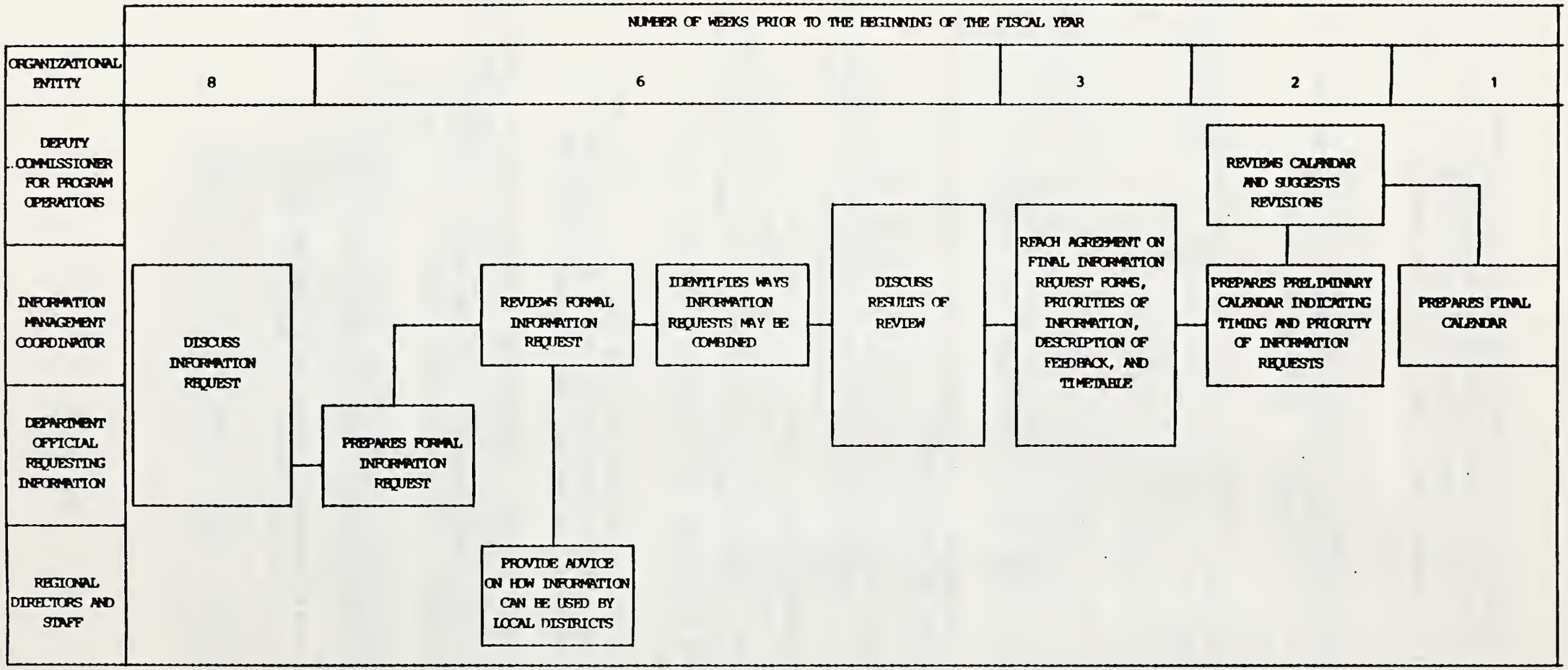

NUMBER OF WEEKS PRIOR TO THE BEGINNING OF THE FISCAL YEAR
ORGANIZATIONAL ENTITY
8
6
3
2
1
DEPUTY COMMISSIONER FOR PROGRAM OPERATIONS
INFORMATION MANAGEMENT COORDINATOR
DEPARTMENT OFFICIAL REQUESTING INFORMATION
REGIONAL DIRECTORS AND STAFF
DISCUSS INFORMATION REQUEST
PREPARES FORMAL INFORMATION REQUEST
REVIEWS FORMAL INFORMATION REQUEST
PROVIDE ADVICE ON HOW INFORMATION CAN BE USED BY LOCAL DISTRICTS
IDENTIFIES WAYS INFORMATION REQUESTS MAY BE COMBINED
DISCUSS RESULTS OF REVIEW
REACH AGREEMENT ON FINAL INFORMATION REQUEST FORMS, PRIORITIES OF INFORMATION, DESCRIPTION OF FEEDBACK, AND TIMETABLE
PREPARES PRELIMINARY CALENDAR INDICATING TIMING AND PRIORITY OF INFORMATION REQUESTS
REVIEWS CALENDAR AND SUGGESTS REVISIONS
PREPARES FINAL CALENDAR

EXHIBIT IV-1

- No later than eight weeks before the beginning of the Department's fiscal year, Department officials should informally discuss their information gathering plans for the coming year with the Information Management Coordinator.

    o These discussions should help the Information Management Coordinator better understand the purposes of desired information requests.

    o They will also give the Information Management Coordinator the opportunity to direct the Department official to any existing surveys that may already have collected the needed data.

- At least six weeks before the beginning of the fiscal year, Department officials should submit information requests to the Information Management Coordinator that succinctly describe:

    o The information required

    o When the information is needed

    o The purposes for which this information will be used

    o Possible ways this information might be used to help local school districts manage operations more effectively and improve the quality of local school programs.

- The Information Management Coordinator should then examine these formal information requests to:

    o Consider ways in which these information requests could be combined or incorporated into existing information requests

    o Informally obtain the views of Regional Directors on how the information requested might be used to assist to local school districts.

    The results of these activities should then be informally communicated to the official making the information request.

- At least three weeks before the beginning of the fiscal year, the Information Management Coordinator and officials making information requests should reach agreement on methods for gathering needed information, the priorities of information requests, the feedback to

be delivered to local school districts, and a timetable for the information gathering process.

  - o Any new information request forms required should be developed.

  - o Descriptions of feedback for local districts should be prepared.

  - o A timetable should be established outlining dates for distributing the information request, the deadline for returning forms, and the deadline for delivering feedback to local districts.

- No less than two weeks before the beginning of the fiscal year, the Information Management Coordinator should prepare a draft calendar of information requests and their recommended priorities.

  - o If the Information Management Coordinator and the official requesting information did not reach agreement on the priority of an information request, the draft calendar should include a statement fairly and accurately summarizing both viewpoints.

- The Deputy Commissioner for Program Operations should review the draft calendar, resolve any conflicts in priorities, recommend revisions to the calendar as necessary, and return it to the Information Management Coordinator no less than one week before the beginning of the fiscal year.

- By the beginning of the fiscal year, a revised annual calendar reflecting the Deputy Commissioner for Program Operations' suggestions should be prepared and distributed to superintendents throughout the Commonwealth.

- An identical process should be followed if quarterly revisions to the calendar need to be made.

  - o Quarterly revisions should be made only if there is a compelling reason for collecting additional information during the fiscal year.

  - o After initial informal discussions between the Information Management Coordinator and the Department official making the request, their agreed-upon proposed quarterly revisions to the annual calendar should be reviewed and approved by the Deputy Commissioner for Program Operations

The Department Should Continue Its Efforts To Make More Effective Use Of Computer Resources

- In recent years, the Department increased use of word and data processing equipment has enabled the Department to become more efficient and productive in daily routines.
  - The Department's efforts in this area should be continued and the efforts of the Application Study Team should continue to be supported.
  - This group has demonstrated a detailed understanding of the shortcomings in the Department's use of computer resources and has developed thoughtful approaches to address these shortcomings.
- In conjunction with the overall planning process recommended in Chapter III, the Study Team should develop a five-year systems development plan.
  - The planning process should include:
    - o Determining needs
    - o Assigning priorities to identified needs
    - o Developing alternative approaches for meeting each identified need
    - o Assessing system alternatives
    - o Evaluating and selecting appropriate computer hardware and software
    - o Planning the implementation process
    - o Implementing the plan.
  - The plan itself should include:
    - o Detailed objectives
    - o Estimates of the recommended program's costs and benefits
    - o Estimates of the costs and benefits of alternative programs
    - o A timetable for achieving objectives.
  - The Commissioner should review the plan and make recommendations to the Board.

- The Board should then review the plan, suggest revisions as necessary, and adopt the revised plan.

- To achieve the objectives of the systems development five-year plan, the Board should make a long-term commitment to the Department's efforts to improve the use of computer resources.

  - This commitment should be clearly reflected in the Board's statement of priorities and in its Continuing Objectives.

  - It should also be reflected in the Department's five-year operating plan/budget.

COMMUNICATION CHANNELS TO IDENTIFY EDUCATIONAL NEEDS

Local School Districts Should Continue To Be Encouraged To Use Regional Education Centers To Communicate Recommendations And Concerns To The Board, Through The Commissioner

- The Board should recognize the importance of receiving local input into its decision-making process.

  - Indeed, three of the six recommended statements of principles (presented in Exhibit III-2) support this view:

    - o The autonomy of the local decision making process should be respected.

    - o In general, local school officials best understand the educational needs of local students.

    - o Students, parents, and other citizens should be involved in the decision making-process at both the State and local levels.

  - Moreover, a primary reason for establishing the regional education centers was to have them communicate issues of local concern to the Board.

- Existing structures and procedures, however, sometimes hinder the efforts of regional education centers to communicate local concerns to the Board.

  - Sometimes centers are not given time to adequately develop positions on important policy issues with local school districts.

  - o Centers usually receive Board agendas seven to ten days before Board meetings.

  - o Although centers may have enough time to discuss and develop positions on most policy issues, this time period is not sufficient for them to discuss important or controversial policy issues with the local education community.

- Local school officials and other members of the local education community are often not aware of what issues the Board is considering.

  - o A number of school officials reported hearing that issues were being considered by the Board only after the Board had already made a decision.

- In this environment, the morale of some regional councils has suffered because they perceive that the Board does not seriously consider their suggestions.

  - o Some members of the local education community also believe that their suggestions are not given serious consideration, so they are reticent to express their concerns to regional councils.

- Some councils are not as effective as they might be, because new council members do not have an adequate understanding of the Department, nor an appreciation for the complexity of some educational issues.

• Therefore, structures and procedures should be revised to encourage local school districts to use regional centers to communicate recommendations and concerns to the Board.

  - The Board should strictly adhere to its policy of spreading the discussion of especially important and controversial issues over two Board meetings so regional centers, officials from local school districts, and other members of the local education community will have adequate time to analyze the issues and develop positions.

    - o The Board's Executive Committee, on the basis of the Commissioner's recommendation, should identify issues that are important or are likely to be controversial.

    - o These issues should be discussed at one Board meeting and voted on at the next meeting.

  - o Regional centers should send correspondence to each superintendent in their regions informing them of the Board's intention to discuss these issues.

  - o Adhering to these procedures will give regional centers and members of the local education community a month to communicate their views to the Board.

- The Board should also clearly communicate to regional centers that their recommendations are important and that the Board considers them when making decisions.

  - o The Executive Assistant to the Board (discussed in Chapter V) should prepare monthly letters to each regional council informing the council of the Board's decisions and the reasons the council's recommendations were accepted or rejected.

  - o These letters should be reviewed and signed by the Board's Chairperson.

  - o Also, Board members should make every effort to attend meetings of the regional education councils to which they have been assigned.

- In the same way, regional education councils should clearly communicate to members of the local education community that their suggestions are important and that the council considers them when making decisions.

  - o At the direction of the regional education council chairperson, regional center staff should prepare letters to individuals or organizations that made thoughtful recommendations to the council informing them of the council's decisions and the reasons their recommendations were accepted or rejected.

  - o These letters should be reviewed and signed by the council's chairperson.

  - o The council's chairperson must use discretion in determining which individuals or organizations should receive a personal response from the council, because staff resources in the regional centers are limited.

- The training of regional council members should also be improved.

  - o Regional Directors and staff should work with regional education council chairpersons to develop training programs for council members.

- o Training should be provided by regional center staff, teachers, and administrators.

- o When possible, training of regional council members should be coordinated with the training of Board members.

The Department Should Use Regional Centers And Other Channels To More Effectively Communicate With Local School Districts

- Despite the fact that regional centers generally do an excellent job of communicating information about Department programs to local school officials, many administrators and teachers are unaware of the variety of programs and services the Department offers.

  - Superintendents and other local school officials do not always share the information provided by the Department with their staffs.

  - Also, Department representatives appear at some schools so infrequently that local school officials do not think to ask about Department programs that could assist them with problems.

  - In addition, some local school officials do not understand that the regional centers are part of the Department.

    - o In interviews, some local school officials noted that the regional centers provided excellent service while the Department did not.

    - o The Department has not effectively communicated to these officials that the regional centers are part of the Department of Education.

- The Department, therefore, should increase its outreach to local schools.

  - The channels used to provide information on Department programs and services should be expanded.

    - o The Department should ask the Massachusetts Teachers Association, the Massachusetts Federation of Teachers, the Massachusetts Association of School Superintendents, the Massachusetts Association of School Committees and other professional organizations to help disseminate information on Department programs to their members.

  - o Regional centers should also work closely with local newspapers, television, and radio stations to promote Department programs of local interest.

- In addition, a staff person at each regional center should be required to visit specific, assigned schools in the region at least three times a year.

  - o The purpose of these visits should be to identify problems, monitor compliance with State and federal regulations, provide information on Department programs, and to answer staff questions on the Department and its activities.

- The staff person assigned to a school should coordinate all Department monitoring, brokering and technical assistance efforts at that school.

  - o Requiring staff to visit schools at regular intervals to identify problems complements the use of brokering (discussed in Chapter III) as a service delivery strategy.

<u>Coordination Between The Central Office And The Regional Centers Should Be Improved</u>

- More effective coordination of central and regional center activities will:

  - Reduce duplication of effort

  - Shorten the time required to process paperwork

  - Improve the Department's image with local school districts

  - Improve morale.

- Since these activities are not effectively coordinated at present, much of the work done at regional centers is duplicated at the central office; some examples follow.

  - Discretionary grants are reviewed by reading teams first in regional centers and then are reviewed again by program directors in the central office.

    - o Although central office reviews are supposed to be technical reviews, they often duplicate the programmatic reviews of regional center staff.

    - o This duplication not only delays the time it takes to process grants but also demoralizes staff in the regional centers.

  - Similar dual review and approval of school construction, rehabilitation, roofing, and energy modernization programs delay the processing and approval of these programs.

  - Frequent failure to coordinate the development of workshops and training programs has resulted in both offices developing nearly identical programs independently.

- Procedures for dealing with local school districts sometimes vary among regional centers reflecting the absence of the central office's coordination of their activities.

  - Local school districts report that the procedures used to process grants and respond to citizen complaints vary among regional centers.

    - o Some school districts, therefore, choose to work with different regional centers on different issues depending on which center's procedures are most advantageous to the district.

  - When local school officials sometimes receive communications from the central office before regional centers do, this event contributes to their perception that the Department is disorganized and poorly managed.

- To reduce duplication of effort, grant application processing and review procedures should be streamlined.

  - Central office and regional center personnel should review grant applications together.

    - o Central office staff should continue to perform technical reviews while regional center staff should be responsible for programmatic reviews.

    - o Involving central office staff in the initial review will eliminate any conflict of interest caused by use of regional staff to help local districts apply for grants.

    - o Also, the time required to process grants will be reduced, which will help improve the Department's image in the local school districts.

  - To reduce travel time, conference calls should be used to review grant applications whenever possible.

- Similar procedures should be followed to review and approve construction, rehabilitation, roofing, energy modernization and any other programs requiring the review and approval of both central office and regional center personnel.

- Procedures for dealing with local school districts should be standardized.

  - A task force, consisting of representatives from all regional centers and the central office, should be established to examine and standardize procedures for interaction with representatives of local school districts.

  - This task force should also train regional personnel to ensure understanding of revised procedures.

  - The Regional Directors should require personnel to follow these procedures.

- Steps should also be taken to ensure that central office and regional center staff understand their roles and responsibilities (as discussed in Chapter III).

  - Periodically rotating staff among the regional centers and the central office will help to ensure that staff understand the roles and responsibilities of the different offices in such situations as given in these examples:

    o Since regional centers represent the Department in most dealings with local school districts, central office employees will know they must coordinate their development of training programs and workshops for local districts with regional centers' staff.

    o Central office staff who understand the regional centers' role will not send information directly to individual school districts officials, but will instead send information to the regional centers for appropriate dissemination.

BOARD OVERSIGHT OF THE DEPARTMENT

The Board Should Systematically Evaluate The Department's, The Commissioner's, And Its Own Performance

- At the beginning of each year the Commissioner should develop detailed performance objectives to be reviewed and approved by the Board and against which the Board should systematically evaluate the Department's, the Commissioner's, and its own performance at year's end.
  - At present, the Board is supposed to evaluate the Department's performance annually by appraising the Commissioner's and its own performance.
    - o This evaluation process is unstructured, however, and, according to most observers, is not very useful.
- The Board should formally evaluate the Department's performance on the basis of the number of activities completed and the actual results achieved.
  - One criterion should measure whether the Department successfully completed the number of tasks it established as its goals for the fiscal year.
    - o The number of fiscal audits and program evaluations actually conducted should be compared to the goal for these activities specified in the annual budget/operational plan.
    - o This evaluation is important to ensure that the Department is complying with State and federal regulations.
  - Another criterion should measure program results.
    - o Standards for expected results should be included in the budget/operational plan, and performance should be evaluated against these standards.
- The Commissioner should be evaluated both on how well the Department as a whole performs and on how well he or she serves as a leader.
  - The Commissioner should be held accountable for the overall performance of the Department.

- He or she should be evaluated on how well he or she performs the major responsibilities listed in the Commissioner's position description, which is presented in Exhibit IV-2.

- His or her effectiveness as a leader should be evaluated in the following areas:

    o Interacting with the Legislature

    o Interacting with the Governor's Office

    o Interacting with other State agencies

    o Interacting with professional organizations

    o Communicating Board policies to the Department

    o Communicating Board policies to local school districts.

- The performance of the Board as a unit, and the performance of individual Board members, should also be evaluated.

    - The same criteria used to evaluate the Commissioner's performance should be used to evaluate the performance of the Board as a unit.

        o The Board should appraise its performance according to the performance of the Department as a whole.

        o It should also evaluate its effectiveness in providing direction and leadership for educational activities in the State.

    - A facilitator should be hired to review and evaluate the performance of individual Board members.

        o This facilitator should interview Board members and staff, review materials, and observe Board meetings, before discussing findings in private sessions with individual Board members.

        o The facilitator should evaluate:

            The quality and appropriateness of public commentary

            Willingness to support Board policies publicly

            Preparation for Board meetings

Massachusetts Board and Department of Education

COMMISSIONER OF EDUCATION
Position Description

PURPOSE: As the secretary to the Board, its chief executive officer and the chief state school officer for elementary-secondary education, to manage the State Department of Education, to achieve the objectives of the State Board of Education, and to provide educational leadership to the elementary-secondary program.

MAJOR RESPONSIBILITIES

1. Develop and maintain a comprehensive, strategic plan for the Department to achieve the established goals of the Board.

2. Optimize the utilization of all available resources in implementing the plan.

3. Assure compliance with all applicable statutory requirements and policies of the Board.

4. Report periodially to the Board the Department's progress in relation to its plan.

5. Ensure the effective development of the human resources of the Department.

6. Maintain and develop the organizational capability of the Department to meet its long term responsibitilies.

7. Create public understanding and support for education which demand educational results, necessary change and effective use of resources; specifically but not limited to federal agencies, the State legislature, executive branch and organizations involved in education.

8. Bring positive recommendations to the Board for dealing with all questions not covered by previously approved plans, as opposed to asking for suggestions as to how to proceed.

9. Provide appropriate orientation for new Board members.

Willingness to participate in committee meetings

Attendance at regional education council meetings.

- o The facilitator should plan and coordinate the Board's annual retreat to discuss performance evaluations just before the Board begins its review of objectives for the coming year; the faciliator's responsibilities should include:

  Interviewing Board members and the Commissioner to determine issues to be discussed during the retreat

  Establishing an agenda

  Leading the discussion of issues

  Summarizing results, both orally at the retreat, and in writing following the retreat.

WORKLOAD MONITORING AND EMPLOYEE EVALUATION

The Department Should Implement A System To Continuously Monitor Employee Workload By Program And Type Of Activity

- Currently managers informally oversee employee activity, but do not systematically monitor and record how employees spend their time.
  - Some employees seem to work harder than others, because managerial oversight varies among bureaus and divisions.
  - Bureau directors have no way to systematically review how much time regional center employees devote to specific programs.
  - Therefore, managers cannot accurately measure workload and have no basis on which to adjust staffing levels and reallocate resources.
- The Associate Commissioner for Finance and Administration should direct the Department's efforts to design and implement a formal workload monitoring system, which will:
  - Monitor the time spent by employees by program, task, and other activity
  - Establish standards, where appropriate, for how long it should take to complete tasks

- Compare employee performance against these standards

- Aggregate workload totals by employee, regional center, bureau, division, and program

- Compare the time employees spend on administrative activities with the time they spend on program or service objectives

- Establish standards for percentages of time that each employee should spend on administrative, program, and service activities

- Prepare management information reports, with appropriately summarized information, for distribution to team leaders, regional center directors, bureau directors, associate commissioners, the Deputy Commissioner for Program Operations, the Board, and the Commissioner.

    o These reports will permit accurate monitoring of activity in the regional centers to ensure that regional staff are complying with State and federal program guidelines.

- Department managers should use the information contained in these reports as a management tool, but should also recognize the limitations of this information.

    - Managers should use the reports to monitor workload, determine resource requirements based on workload, coordinate the use of personnel, and flag problems.

        o For example, if the reports reveal that a staff member consistently spends more time than other staff members performing routine monitoring, managers should look for reasons, such as:

            The staff member may go into more detail than is necessary.

            The staff member may have been given particularly detailed assignments.

            The staff member may not work efficiently.

    - Although management information reports should be used to identify such potential problems, they should not be used alone to evaluate individual employee performance.

- When developing this system, the Associate Commissioner for Finance and Administration should work with union officials and representatives of the State bargaining unit to identify needed changes in union agreements.

Employees' Performance Should Be Evaluated Annually And Results Should Be Correlated With Promotion And Compensation

- The State is in the process of developing and implementing an annual performance evaluation system for managers, Department employees below the level of Bureau Director, however, are not currently formally evaluated and have little incentive to improve their performance.

    - Except for occasional informal feedback, employees have no way of knowing whether the quality of their work is excellent, satisfactory, or unsatisfactory.

        o This situation is the result of the Public Employee's Collective Bargaining Act that requires employers to negotiate with bargaining agents over standards of productivity and performance.

    - Team leaders in the regional centers cannot even informally evaluate the employees they supervise because they are members of the same union.

    - Most employees perceive that, barring gross misconduct or negligence, the quality of their work has little impact on their compensation or promotional opportunities.

- To remedy this situation, the Department should work with the State's Department of Personnel Administration and the State Office of Employee Relations to establish a formal performance evaluation program on the basis of previously agreed upon expectations.

    - This program should be tailored to the needs of the individual bureaus, regional centers, and divisions, and the requirements of each position.

        o The criteria used to evaluate a secretary should be different from the criteria used to evaluate an education specialist.

        o By the same token, the criteria used to evaluate an education specialist in the central office should be different from the criteria used to evaluate an education specialist in a regional center.

- Agreed-upon performance goals and expectations for performance should be clearly stated.

    o Before the beginning of each fiscal year (as part of the annual planning process described in Chapter III), Department managers and employees should reach agreement on performance expectations for the coming year.

    o The proposed performance monitoring system should be used to track each employee's performance.

    o Each year managers should review employee performance both orally and in writing.

    o Informal feedback on employee performance should be provided throughout the year.

- Team leaders in regional centers should be made managers, so that they can appraise the employees they supervise under this proposed evaluation system.

    o These team leaders should receive additional pay to compensate them for their additional responsibilities.

- The results of these evaluations should be tied to annual compensation and promotion; also, Department officals should work with State officials to develop a career ladder to reward sustained outstanding performance.

    - Employees who have performed extraordinarily well in a given year should receive an annual salary increment one step higher than they would normally receive.

        o It should be stressed that merit increases should reward exemplary work, and managers recommending such raises should be able to document exceptional performance.

    - Employees whose documented performance is deemed unsatisfactory should receive no salary adjustment.

    - Repeatedly excellent performance should be rewarded by promotion whenever possible.

        o A career ladder should be developed for all employees, including clerical staff, so that employees who consistently perform well are provided opportunities for promotion, and understand what opportunities are available to them.

o Until a career ladder has been established, as positions within the Department become available, officials should carefully review the qualifications of internal candidates deserving promotions.

Internal candidates should be promoted before external candidates with similar credentials are employed.

External candidates with better credentials than internal candidates, however, should be hired.

o In divisions and offices with few promotional opportunities, the Department should seek creative ways to reward superior performance; for example:

The Office of General Counsel should explore the possibility of rotating staff with the State Attorney General's office.

The Department should explore the possibility of providing staff with opportunities to work for a period of time in local school districts, colleges, and universities.

- Repeatedly unsatisfactory performance should be carefully documented and should serve as the grounds for dismissal.

- The Department should work vigorously to support the efforts of the State Department of Personnel Administration to design and implement an employee evaluation program and career ladder consistent with the principles of this proposed program.

- As part of the development of a career ladder, the Department should expand staff development efforts.

  - Employees who have performed consistently well at one level should receive the training necessary for them to be promoted to another position.

  - Also, regional center staff must receive continuous training if they are to be able to respond effectively to local district needs as the education environment changes.

  - Staff reassigned to assist in the implementation of Chapter 188 will also need training if they are to be able to perform these duties effectively.

OTHER DEPARTMENT OPERATIONS

Teacher Certification Procedures Should Be Systematically Evaluated To Expedite Operations

- Currently, teachers can wait two or more years to receive certification.
  - Present staffing does not seem to be adequate to handle the Bureau's considerable workload.
  - However, opportunities to streamline operations and thereby reduce the time necessary to process applications and review teacher preparatory programs also exist.
- The operations of the Teacher Preparation, Certification, and Placement Bureau should be analyzed in more detail than was possible in this overall management study to identify staffing needs and opportunities to streamline operations.
  - This evaluation should examine the following facts and issues:
    - o Relationship between workload and staffing now and during the past ten years
    - o Changes in legislation affecting the Bureau during the past ten years and their impact on workload
    - o Adequacy of cash management procedures
    - o Expansion of use of data and word processing systems
    - o Adequacy of work flow scheduling
    - o Adequacy of goal setting
    - o Adequacy of the Bureau's organizational structure
    - o Adequacy of the Bureau's performance evaluation system.

The Department Should Consider Relocating Its Central Office

- The Department should consider moving its central office from its present location in Quincy to Boston.

- The Department's ability to deal effectively with the Governor's Office, the State Legislature, and other State agencies has been adversely affected by its present location in Quincy.

    o Not being physically located in Boston reduces the Department's importance in the minds of legislators and other decision makers.

    o Informal contact between Department officials and other State officials is inhibited.

    o Staff members also spend considerable time (which could otherwise be spent on substantive matters) travelling between Quincy and Boston for meetings.

- The cost of office space in Boston exceeds the cost of office space in Quincy, so a final decision on moving the central office to Boston should be delayed until the costs of this move can be estimated.

    o If the cost of the move proves prohibitive, the Department should consider establishing a satellite office in Boston to be used by Department employees who have ongoing dealings with the Legislature, Governor's Office, and other State officials.

    o Every effort should be made to find a permanent location for the Department offices so that costs associated with moving from one location to another may be eliminated.

<u>The Department Should More Effectively Coordinate the Use Of Clerical Resources</u>

- The workloads of clerical employees in each division vary and are cyclical.

    - Some clerical employees are quite busy, while other clerical employees may have little to do.

    - Because clerical employees work in close proximity, the workload variability has created the impression among some workers that other workers are not diligent.

    - As a result, the morale of all clerical employees suffers.

- A lead secretary in each division and regional center should assume administrative responsibility for coordinating the use of clerical personnel in that division or center.

- The lead secretary should track the use of clerical personnel and assign work to clerical employees who are underused.

- Managers requiring additional clerical assistance should discuss their requirements with the lead secretary.

- On the basis of the workload of the clerical staff and the importance of the assignment, the lead secretary should assign other employees to provide additional support.

- The lead secretary should ensure that all support personnel receive the minimal training necessary to perform support functions throughout the center or division.

    o Each clerical staff member should give first priority to the bureau or office to which he or she is assigned.

    o Clerical staff and managers should be evaluated, in part, on their willingness to help in other units.

- The lead secretary should be the clerical position with the highest grade classification in each division and regional center.

    o Promotion to this position should be incorporated into the career ladder, recommended above, for clerical employees.

V - ORGANIZATION AND STAFFING

V - ORGANIZATION AND STAFFING

This chapter recommends modifications in the organizational structure of the Department of Education, analyzes staff competencies required by Chapter 188 and by proposed changes in Department roles and responsibilities, recommends changes in staffing levels in selected organizational units on the basis of analyses performed in this study, and recommends more detailed analyses of other selected units to determine their staffing requirements.

STRUCTURE OF THE DEPARTMENT

The Board Should Be Supported By A Full-Time Executive Assistant In The Office Of The Commissioner

- Currently, the Executive Assistant to the Commissioner supports the Board part-time.
  - The amount of time available for this individual to assist the Board depends on individual Commissioners' needs and preferences.
  - Such variations in availability, the dual reporting relationship, and the resulting workload have prevented both the Board and the Commissioner from receiving the assistance they need and have contributed to problems in the Board's operations and effectiveness, as discussed in Chapter IV.
- A new full-time position of Executive Assistant to the Board should be created to provide the staff assistance needed by the Board to improve its operations and effectiveness.
  - The Board needs more than part-time support to identify and analyze policy issues, obtain and disseminate information, communicate with other organizations and individuals, prepare for and support the conduct of meetings, and carry out administrative tasks.
  - The proposed responsibilities of the Executive Assistant are described in Exhibit V-1, on the following pages.

Massachusetts Board and Department of Education

EXECUTIVE ASSISTANT TO THE BOARD
Position Description

GENERAL RESPONSIBILITIES

The Executive Assistant to the Board provides needed professional assistance to the Massachusetts State Board of Education. General responsibilities include identifying and analyzing policy issues, obtaining and disseminating information, communicating with other organizations and individuals, preparing for and supporting the conduct of meetings, and carrying out administrative tasks.

SPECIFIC DUTIES

- Provides assistance in establishing Board goals and priorities and in focusing Board attention and discussions at meetings on major policy issues.
- Drafts Board meeting agendas and prepares analyses and summaries needed by the Board.
- Provides the Board with information and documents.
- Coordinates and arranges logistics for Board meetings.
- Coordinates requests by the public to present statements at Board meetings.
- Coordinates communications between the Board and the Department, regional staff, local school districts, Board committees and advisory groups, and the public.
- Drafts Board correspondence, reports, and other communications for the Board Chairperson and members.
- Collects and disseminates information for the Board and follows up on information requests by the Board, through the Commissioner, with designated units in the Department's central office and regional centers.

- Assists in planning and providing orientation of new Board members and training of all Board members.
- Records Board minutes and maintains other official records of the Board.
- Monitors the budget and expenses of the Board.
- Provides other administrative assistance needed by the Board.
- Performs other duties, as requested by the Board Chairperson.

SUPERVISION

The Executive Assistant to the Board receives directions and instructions from the Board Chairperson, but is under the direct supervision of the Commissioner. Evaluations of the incumbent are conducted jointly by the Board and the Commissioner. The Executive Assistant supervises and evaluates the performance of two secretaries.

- The Executive Assistant should be assisted by two full-time secretaries, also assigned to the Commissioner's Office.

    o These positions should be drawn from the Commissioner's current support staff; the assignment of Board-related duties to these secretaries and improvements in coordination of clerical assistance (as discussed in chapter IV) will enable the provision of satisfactory service without an increase in staffing level.

- The Executive Assistant to the Board should be selected through an open, advertised competition following Department rules and procedures.

    - The Personnel and Labor Relations Bureau should support the Board in this selection process by:

        o Finalizing the position description

        o Classifying the position according to standard guidelines

        o Preparing and disseminating announcements

        o Processing applications received

        o Conducting an initial screening of applications to eliminate clearly unqualified applicants

        o Preparing materials for review by a selection committee

        o Processing necessary papers once an individual has been selected.

    - A selection committee, whose members should be determined by the Board, should review the applications of qualified individuals, interview the most highly qualified candidates, and recommend three finalists to the Board.

    - After interviewing the finalists and reviewing their applications, results of reference checks, and any other relevant information, the Board should select the Executive Assistant.

- The Executive Assistant to the Board should have an office in the Department, work for the Board, and be supervised by the Commissioner.

- The Board Chairperson should provide direction and instructions to the Executive Assistant, the Board should be involved in the incumbent's performance evaluation, and the Board Chairperson should be actively involved in remedying any deficiencies in performance, but the Commissioner should be responsible for day-to-day supervision.

    o Board members are not present in the Department offices with sufficient regularity to provide such supervision.

    o Furthermore, the proposed arrangement is consistent with the Commissioner's responsibility for administering the Department, as directed and delegated by the Board.

- With the creation of the new position of Executive Assistant to the Board, the existing position of Executive Assistant to the Commissioner should be retained.

    - The incumbent in this position should devote full-time attention to providing high-level professional support needed by the Commissioner.

    - The proposed responsibilities of this position are listed in Exhibit V-2, on the following pages.

- The cost of the position of Executive Assistant to the Board will be approximately $45,000 annually; this amount consists of the estimated salary and benefits of the position.

    o The provision of two secretaries to support the Executive Assistant will entail no additional cost, as these positions will be filled by individuals on the Commissioner's staff.

<u>The Department's Overall Structure Is Sound, But Selected Functions Should Be Reorganized To Improve Efficiency</u>

- The current overall structure of the Department should be retained, as it best suits the Department's responsibilities and programs.

    - The Department must be managed by an official, with the direct assistance of staff units in such key areas as external affairs, legal counsel, planning and policy analysis, and media relations; the current position of Commissioner appropriately fits this managerial role.

Massachusetts Board and Department of Education

EXECUTIVE ASSISTANT TO THE COMMISSIONER
Position Description

GENERAL RESPONSIBILITIES

The Executive Assistant to the Commissioner acts as general advisor; assists in the development of the Department's strategies for achieving its goals; coordinates communications among the Commissioner, the Board, Department staff, advisory groups and committees, and the general public; and oversees the operations of the Office of the Commissioner.

SPECIFIC DUTIES

- Provides assistance to the Commissioner in the development of policy, operational plans, and overall Department strategy.
- Assists in the development of the Commissioner's budget.
- Monitors expenditures of the office and provides updated information to the Commissioner.
- Coordinates communications between the Commissioner and the Board.
- Schedules the Commissioner's activities, arranges guest appearances by the Commissioner, and supervises maintenance of the Commissioner's files.
- Drafts responses to correspondence and routes mail to appropriate parts of the Department for response.
- Follows up on staff assignments to ensure their satisfactory completion.
- Communicates with the public on behalf of the Commissioner, as appropriate.

- Drafts speeches for the Commissioner and prepares position papers as assigned.
- Represents the Commissioner at committee and advisory group meetings.
- Provides other administrative assistance needed by the Commissioner.
- Performs other duties, as requested by the Commissioner.

SUPERVISION

The position reports directly to the Commissioner and directs, supervises, and evaluates the performance of support staff in the Office of the Commissioner.

- Because any Commissioner is likely to spend considerable amounts of time outside of the Department, responsibility for day-to-day management of the Department should be delegated; a position of Deputy Commissioner for Program Operations properly fills this function.

- Managers and staff responsible for funding, overseeing, and assisting programs in schools and school districts should be organized into programmatic divisions, which are sufficiently broad to cover all substantive areas and specific, changing needs.

    o The four existing programmatic divisions are most suitable for this purpose.

- Departmentwide administrative and financial responsibilities should be concentrated in an administrative division, which currently exists.

- The regional centers have proven effective in improving the Department's ability to be in close touch with activities in school districts and should be continued.

- New responsibilities, such as those called for in Chapter 188, can be appropriately assigned to existing units in the Department (or to units that are slightly modified according to recommendations in later sections of this chapter).

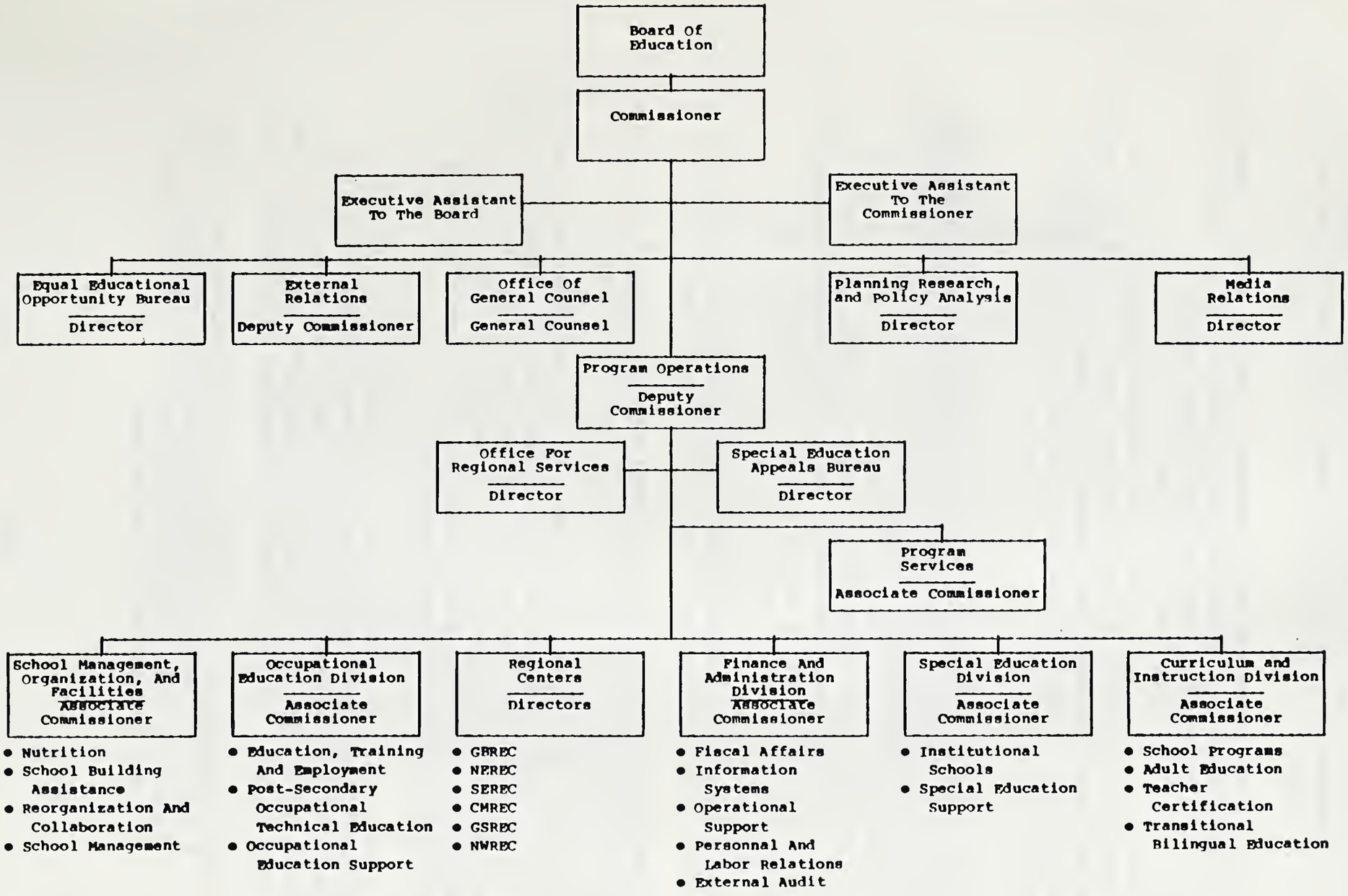
    o The major (division level) organizational units are sufficiently generic to accommodate a wide variety of responsibilities; at most, some new subunits within the existing divisions may be needed.

- Within the current overall structure, specific modifications should be made to improve the Department's efficiency and effectiveness by consolidating related functions and programs and by clarifying and improving the effectiveness of reporting relationships.

    - However, the major alternative organizational arrangements examined during this study were rejected as less suitable than the current overall structure.

    - The recommended, modified organizational structure of the Department is depicted in Exhibit V-3, on the following page.

PROPOSED ORGANIZATIONAL STRUCTURE(a)



(a)Assumes that all units that are candidates for consolidtion or transfer will be changed; some units may remain where they are currently (as shown in Exhibit II-1), basedon the recommended followup study.

    - o The organizational structure shown in Exhibit V-3 assumes that all current units that are candidates for consolidation, transfer, or elimination according to the recommendations made later in this chapter will in fact be so changed following the recommended followup study, which will be the basis for such decisions.

    - o It is conceivable, however, that some of these units (or parts of some of these units) will remain as they are based on the followup study.

  - Specific aspects of the recommended modifications, consolidations of some units and new titles for others to more accurately indicate the scope of responsibilities are discussed unit-by-unit in the following sections.

Cross-Division Planning, Evaluation, Information Sharing, Training and Coordination Of Civil Rights Responsibilities Should Be Improved And Selected Units Should Be Consolidated In An Office Of Program Services

- Responsibility for cross-division planning, evaluation, information sharing, training, and civil rights functions is currently distributed across the four programmatic divisions.

  - This separation causes some duplication of resources and effort.

  - Coordination, efficiency, and effectiveness are reduced in some areas.

- Coordination of these functions should be improved and, to the extent appropriate and possible, staff responsible for these functions should be placed in one staff unit (Office of Program Services) reporting directly to the Deputy Commissioner for Program Operations in accordance with the following criteria and guidelines:

  - If the staff's primary activities pertain more to functional areas of expertise than to substantive programmatic knowledge and if staff members can and should perform these functions across program lines, these staff members should be assigned to this unit.

    - o For example, one of the responsibilities of the Planning, Research and Evaluation Bureau in the Occupational Education Division is to develop Statewide evaluation systems.

  - o This activity requires specific functional knowledge and expertise in the areas of program evaluation and systems development.

  - o Increased benefits might accrue to all programs if this activity were perfomed across divisions and programs.

    By elevating this function organizationally, the Office of Program Services might improve coordination across divisions and programs and increase overall efficiency and effectiveness in the evaluation function.

  - o Therefore, this bureau should be a candidate for further investigation and analyses to identify staff who should be assigned to the Office of Program Services, as discussed later in this section.

- Remaining staff in those units where only a portion of total staff are assigned to the Office of Program Services should be assigned to a programmatic support bureau in the division or to specific programs created in the implementation of Chapter 188, as discussed later in this chapter.

  - o In the above example, for instance, remaining staff who did not meet the criteria for transfer to the Office of Program Services could be assigned to the Occupational Education Support Bureau.

    Formal communications and control mechanisms between the Office of Program Services and the program divisions should be established to maintain and strengthen the integrity of services provided by remaining program units.

- If the staff members' primary activities and qualifications pertain more to program substance than to functions, however, they should remain with units in the relevant programmatic divisions.

  - o For example, the Education, Training and Employment Bureau in the Occupational Education Division provides technical assistance to federal manpower training programs.

  - o This activity is primarily programmatic and should remain in the program division.

- In some instances, federal requirements may prohibit the the removal of these functional units from specified programmatic divisions.

    o In those instances, the Department should request permission to consolidate units by function from relevant federal officials and explain advantages of the proposed changes, particularly in terms of cost/benefit improvements.

- The Office of Program Services should be managed by an Associate Commissioner and should be responsible for:

    - Supporting efforts by the Deputy Commissioner and the Office of Planning, Research, and Policy Analysis to assess educational needs in the Commonwealth and to plan new programs in response to such needs

    - Supporting efforts by the Deputy Commissioner and the relevant Associate Commissioners to design new programs called for in legislation or otherwise required

    - Developing strategies for improving existing programs

    - Identifying and developing approaches and techniques for evaluating programs

    - Conducting program evaluations, determining the implications of evaluation findings, and recommending actions to the Deputy Commissioner and Associate Commissioners

    - Performing program audits to ensure compliance with federal and State requirements, evaluating program performance, providing technical assistance and suggestions for improvement, and preparing reports required by the Commonwealth and by federal agencies

    - Examining quality control functions across divisions

    - Developing, arranging for, and, when appropriate, conducting staff development activities for professional staff in the programmatic divisions.

    - Collecting information on successful local programs and disseminating it to program staff (in both the central office and the regional centers) to support brokering activities

    - Coordinating and overseeing civil rights and sex equity efforts, including providing technical assistance to central office and regional center staff.

- In the recommended followup study, the following bureaus should be examined in detail to determine which of their units, subunits, or positions should be consolidated into the Office of Program Services.

  - The Educational Equity Office in the Occupational Education Division

  - The Planning, Research, and Evaluation Bureau in the Occupational Education Division

  - The Program Audit and Assistance Bureau in the Special Education Division

  - The Program Development and Evaluation Bureau in the Special Education Division

  - The Commonwealth Inservice Institute in the Curriculum and Instruction Division

  - The Educational Resources Bureau in the Curriculum and Instruction Division

  - The Research and Assessment Bureau in the Curriculum and Instruction Division.

- The total current number of employees in these selected units is 43 (including 34 professionals and 9 support staff).

  - Possible reductions in the level of staffing for the consolidated Office of Program Services made possible by improved coordination and efficiency are discussed later in this chapter.

  - The proposed organizational structure of the new Office of Program Services is shown in Exhibit V-4.

<u>Financial Management, Budget, Information Systems, And Grants Processing Functions Should Be Consolidated In The Finance And Administration Division</u>

- Currently, the Administration and Personnel Division (which should be retitled the Finance and Administration Division) is responsible for coordinating most of the Department's budgetary, financial, data collection and processing, reporting, record-keeping, and other administrative functions, but these responsibilities are duplicated in administrative units of the program divisions.

Massachusetts Board And Department Of Education

PROGRAM SERVICES
PROPOSED STRUCTURE

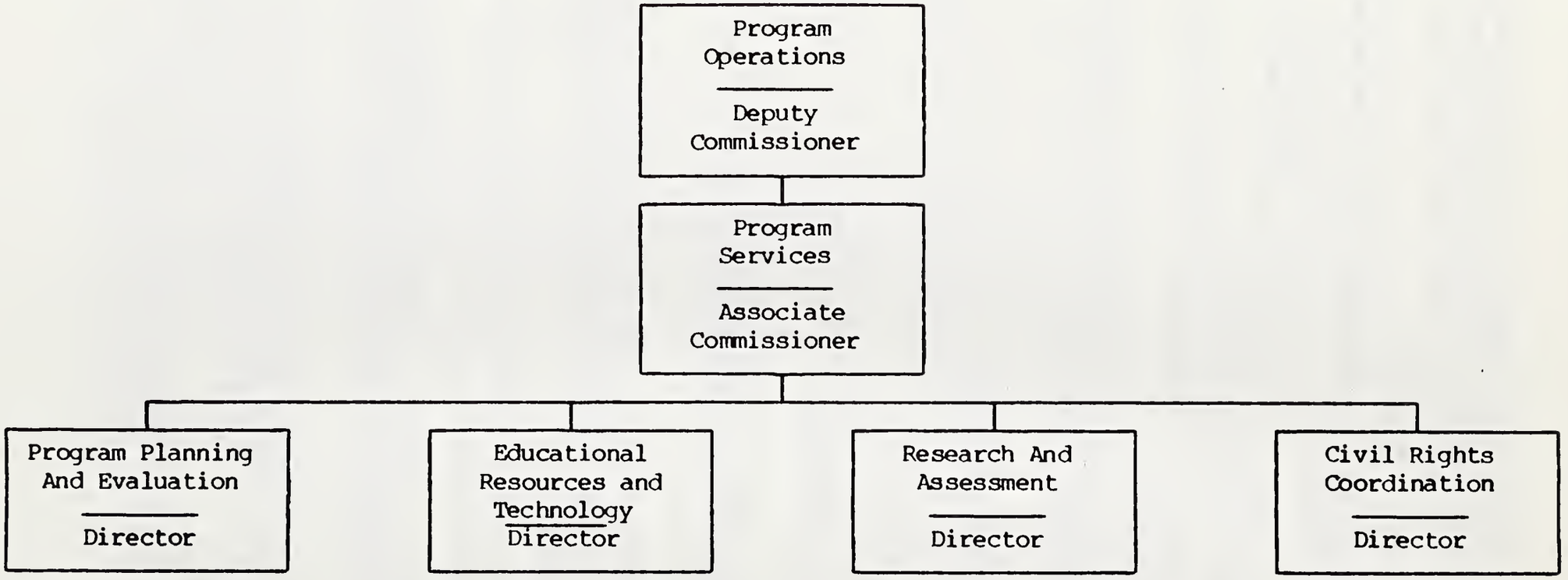


EXHIBIT V-4

  - This duplication fragments activities, creates inefficiencies, and requires more staff than would be necessary if responsibilities were coordinated.

  - Therefore, all administrative units currently located in program divisions that are performing functions that are the primary responsibility of the Finance and Administration Division should be consolidated into appropriate units of the Finance and Administration Division.

- The responsibilities of the Finance and Administration Division that are currently duplicated to varying degrees include:

  - Coordinating the planning, development, and implementation of Department budgets

  - Monitoring expenditures of State and federal funds

  - Reviewing, analyzing, and processing consultant contracts, allotment requests, letters of credit, and subsidiary transfers

  - Analyzing State and federal budget recommendations

  - Administering and providing fiscal assistance to Department units

  - Preparing and processing Department purchase orders and vendor payments

  - Maintaining official financial records

  - Collecting annual financial and statistical reports from local school districts

  - Calculating local aid

  - Coordinating the development of automated information systems and office support

  - Coordinating the collection and processing of data from local school districts

  - Performing systems analyses, programming, and data entry.

- Bureaus in three programmatic divisions are involved in accounting, budget development, financial management, and grants processing activities.

- The Nutrition Bureau in the School Facilities and Related Services Division performs all of its accounting activities, including calculating and processing claims for reimbursement and providing fiscal and financial managerial support to nutrition programs.

- The Administrative Services Bureau and the Financial Management Bureau in the Occupational Education Division develop division budgets, formulate fiscal policy, and devise formulas for administering grants.

- The Management Bureau in the Special Education Division performs financial functions for the Division, including grants processing.

- Programmatic divisions are independently developing and implementing management information systems, resulting in systems incompatibilities, duplication of data collection and entry, and difficulties in combining data required for cross-unit analyses.

  - The Bureau of Financial Management and the Bureau of Planning, Research and Evaluation in the Occupational Education Division are charged with responsibility for developing, implementing, and coordinating management information systems for all occupational programs.

  - The two major software packages used by the Department, the Personnel Management Information System (PMIS), used by the Personnel and Labor Relations Bureau, and the Massachusetts Integrated Departmental Accounting System (MIDAS), used by the Business Office, are not integrated.

    - o Therefore, data files are duplicated, are in different formats, and cannot be easily combined to perform needed analyses.

- Bureaus that provide financial management, grants processing, and data collection and processing support to their respective divisions have developed unique, incompatible processes and approaches.

  - The absence of standardized formats and procedures for collecting, recording, and analyzing information on programs and divisions, particularly financial data, makes the consolidation of information in the central office difficult.

- The lack of integrated systems and coordination of data collection activities in the Department contributes to redundancies in requests for information from local districts and regional centers.

- To remedy such problems, the Finance and Administration Division should perform or coordinate all functions related to financial management, grants processing, data collection, and management information systems, in addition to continuing to provide personnel, labor relations, and operational support services.

  - All employees responsible for budgetary and financial support services should be transferred to the Fiscal Affairs Bureau, following a detailed analysis of responsibilities in the recommended followup study.

  - A Grants Processing Unit should be established in the Finance and Administration Division under the Fiscal Affairs Office.

    - The Grants Processing Unit should process approved applications, review invoices, and distribute grant funds.

    - This unit should consist of a Coordinator and professional and support staff in programmatic divisions who are responsible for the calculation of grant allocations, the distribution of grant funds, and the monitoring of grant receipts and disbursements.

    - Substantive evaluations of grant applications should continue to be performed by appropriate program staff.

  - The Information Systems Bureau should coordinate all management information systems development and implementation activities Departmentwide.

  - The Bureau of External Audit should be transferred to the Finance and Administration Division to become independent from program staff.

    - The Bureau's current placement in the School Facilities and Related Services Division creates the possibility of conflicts of interest in some areas of responsibility.

    - For example, the Bureau is required to perform fiscal audits of transportation programs and food and commodity distribution programs, which are administered by the School Management Bureau and the Nutrition Bureau in the same division.

- The total current number of employees that are candidates for transfer to the Finance and Administration Division is 91 (including 65 professionals and 26 support staff members), as shown in Exhibit V-5.

    - Possible reductions in the number of employees for the consolidated units made possible by improved coordination and efficiency are discussed later in this chapter.

- The proposed organizational structure of the Finance and Administration Division is shown in Exhibit V-6.

    - No changes are recommended in the Operational Support Bureau or in the Personnel and Labor Relations Bureau.

        - Removing "Personnel" from the Division's title places the Personnel and Labor Relations Bureau under "Administration."

- The recommended followup study should examine the units listed in Exhibit V-5 in detail to determine which units, subunits, and positions should be transferred to the Finance and Administration Division.

    - Furthermore, this analysis should determine how many positions can be saved through improved coordination and efficiency resulting from this consolidation; these positions should be reallocated to support Chapter 188 implementation activities.

- Steps should be taken to ensure that all units in the Finance and Administration Division provide responsive, high-quality services to the program divisions.

    - Staff in the Finance and Administration Division should be continuously trained to maintain a substantive knowledge of the programs they service.

    - Formal communication and control mechanisms should be established between Finance and Administration and the program divisions.

Massachusetts Board And Department Of Education

CURRENT STAFF IN UNITS THAT ARE CANDIDATES FOR FINANCE AND ADMINISTRATION DIVISION

	Staff		
	Professional	Support	Total
Nutrition	13	2	15
Administration - Occupational Education	2	2	4
Financial Management - Occupational Education	8	4	12
Management - Special Education	6	14	20
External Audit	35	4	39
Budget Officer - Curriculum And Instruction	1	-	1
Total	65	26	91

EXHIBIT V-5

Massachusetts Board and Department of Education

FINANCE AND ADMINISTRATION DIVISION
PROPOSED STRUCTURE

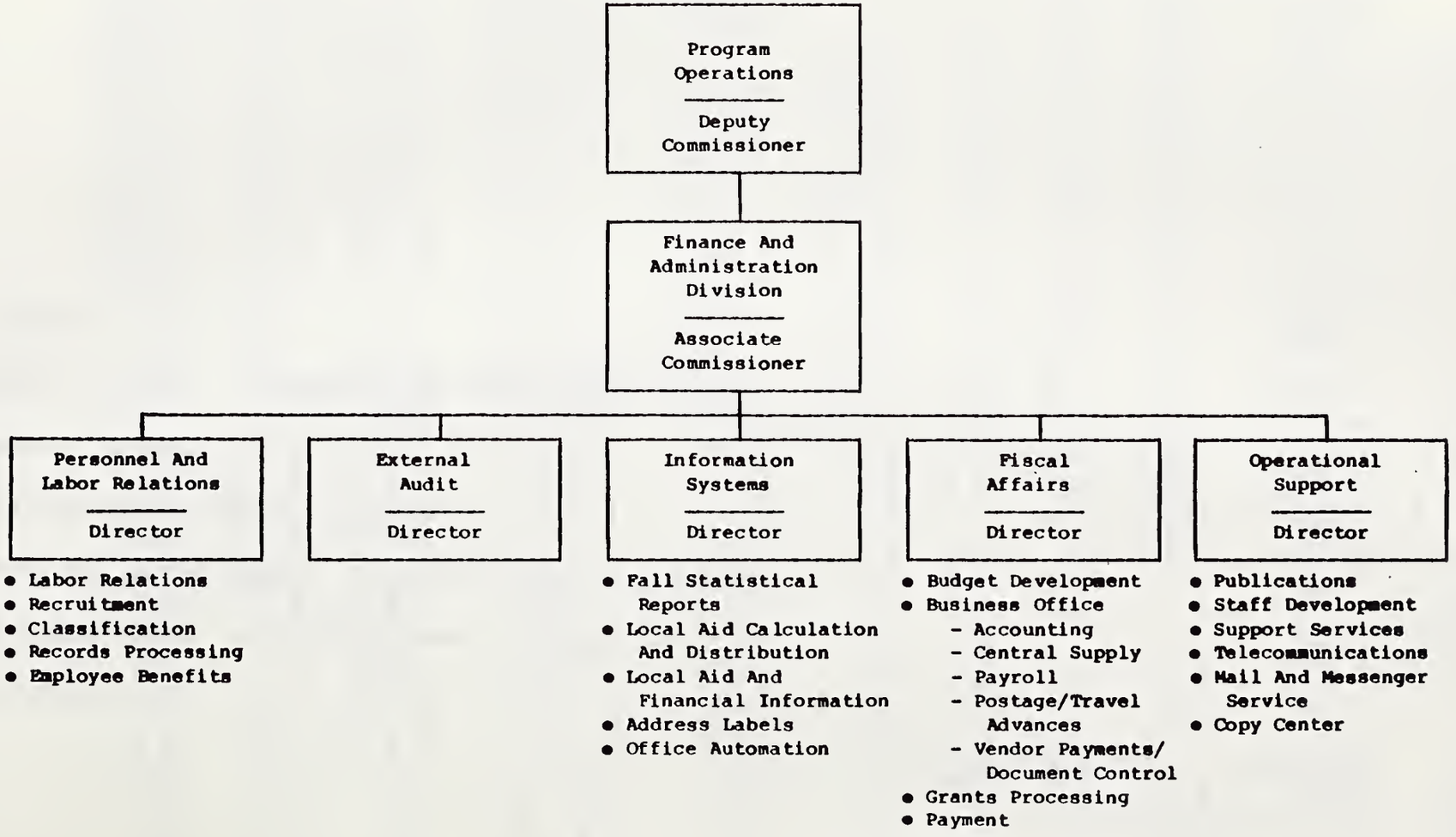


EXHIBIT V-6

- If program divisions believe that they are receiving less than satisfactory service from the Finance and Administration Division, the Associate Commissioner(s) should attempt to achieve the needed improvements and, if necessary, involve the Deputy Commissioner for Program Operations.

Changes Should Be Made In The Structures And Titles Of The Four Programmatic Divisions To Reflect The Consolidations And To Better Communicate Their Responsibilities

- The proposed organizational structures of the four programmatic divisions are shown in Exhibits V-7 through V-10 and reflect the recommendations made for the Finance and Administration Division, for the Office of Program Services, and other changes to better represent the divisions' responsibilities.

  - The Student Community and Adult Services Bureau in the Curriculum and Instruction Division should be retitled Adult Education to better represent the Bureau's responsibilities and to reinforce a recent Board emphasis on adult education and literacy.

  - The Immigration and Americanization program in the Curriculum and Instruction Division should be discontinued because:

    - o It does not support the Department's mission

    - o It is not related to the missions of other state agencies

    - o It represents services provided by the federal government.

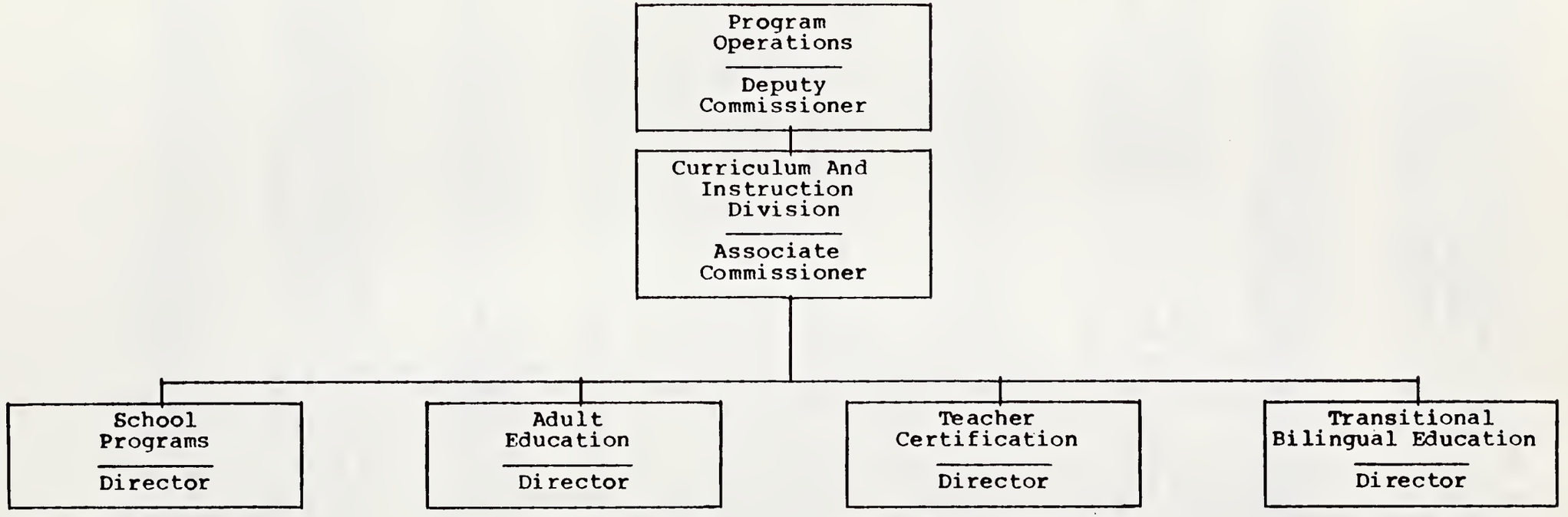
  - An Occupational Education Support Bureau in the Occupational Education Division should be created to provide programmatic support and administrative services to the Division.

    - o Those units not being incorporated into the Office of Program Services or the Finance and Administration Division should be located in the Occupational Education Support Bureau, as discussed earlier in this chapter.

    - o The Bureau should also include an Administrative Services unit to coordinate clerical and administrative support to the Division.

Massachusetts Board And Department Of Education

CURRICULUM AND INSTRUCTION DIVISION
PROPOSED STRUCTURE



- Basic Skills
- Gifted And Talented
- Early Childhood
- Chapter 636
- ECIA, Chapter 1
- METCO
- Guidance Counseling And Career Education
- Student Services
- Transitional Program For Refugee Assistance
- Massachusetts Educational Television
- Health, Human Development, And Physical Education
- Migrant Education

- Adult Basic Education
- Community Education
- Correspondence Courses
- High School Equivalency (GED)

- Teacher Preparation And Certification
- Massachusetts Language And Culture Proficiency Testing

- Coordination Of Foreign Language And Bilingual Education
- National Origin Desegregation Project
- Technical Assistance To Federally Funded ESEA Title VII Projects
- Transitional Program
- Bilingual Education

Massachusetts Board And Department Of Education

OCCUPATIONAL EDUCATION DIVISION
PROPOSED STRUCTURE

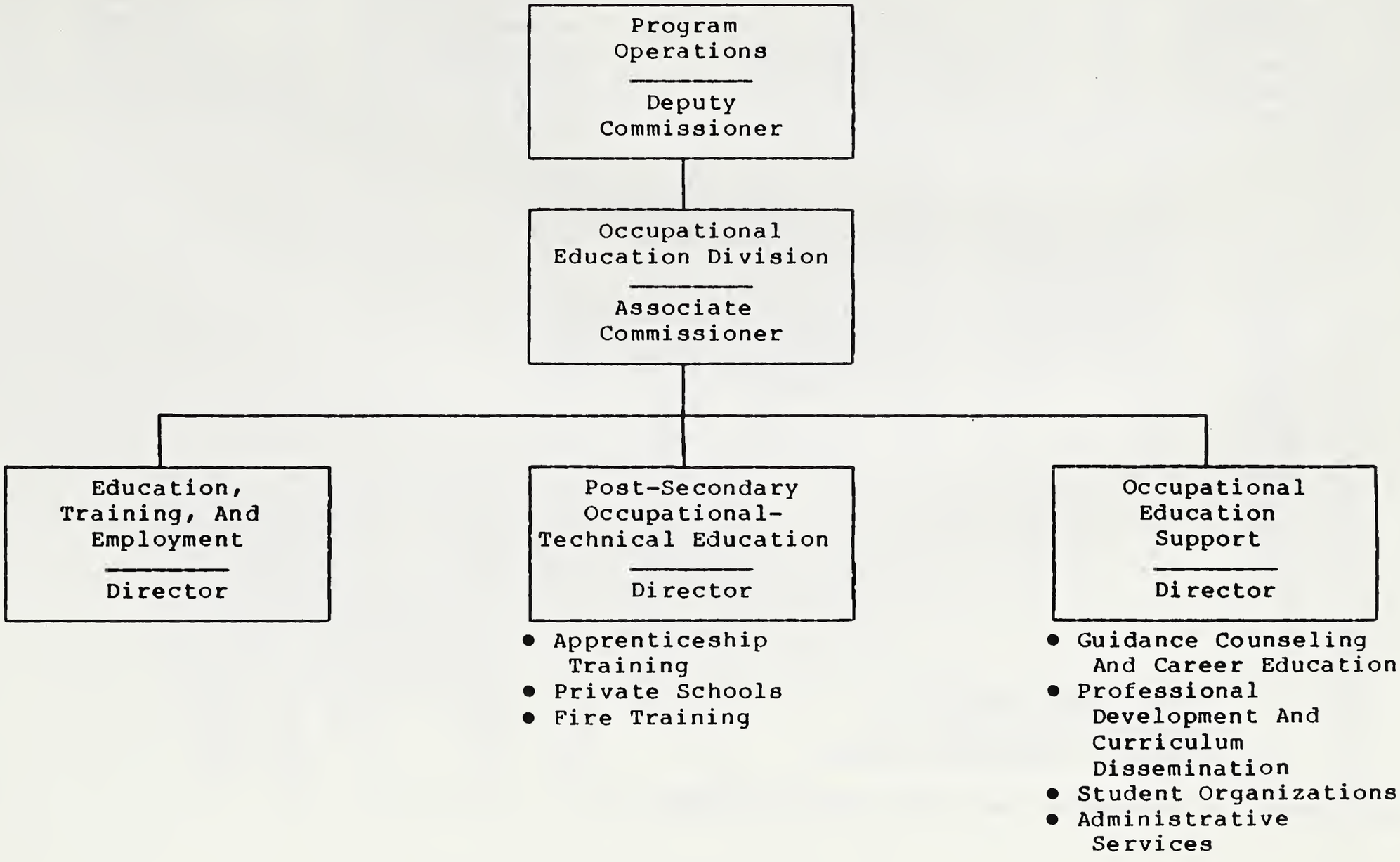


EXHIBIT V-8

Massachusetts Board And Department Of Education

SCHOOL MANAGEMENT, ORGANIZATION,
AND FACILITIES DIVISION
PROPOSED STRUCTURE

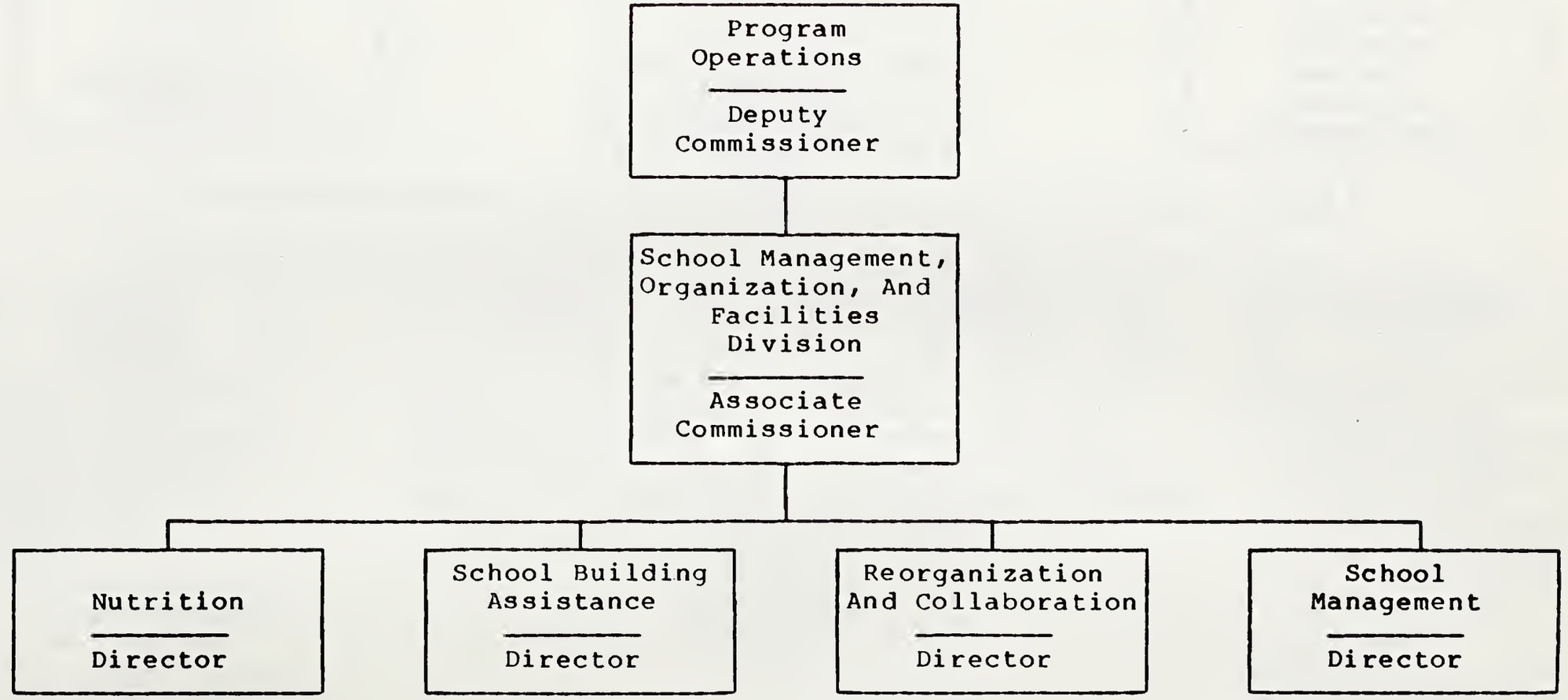
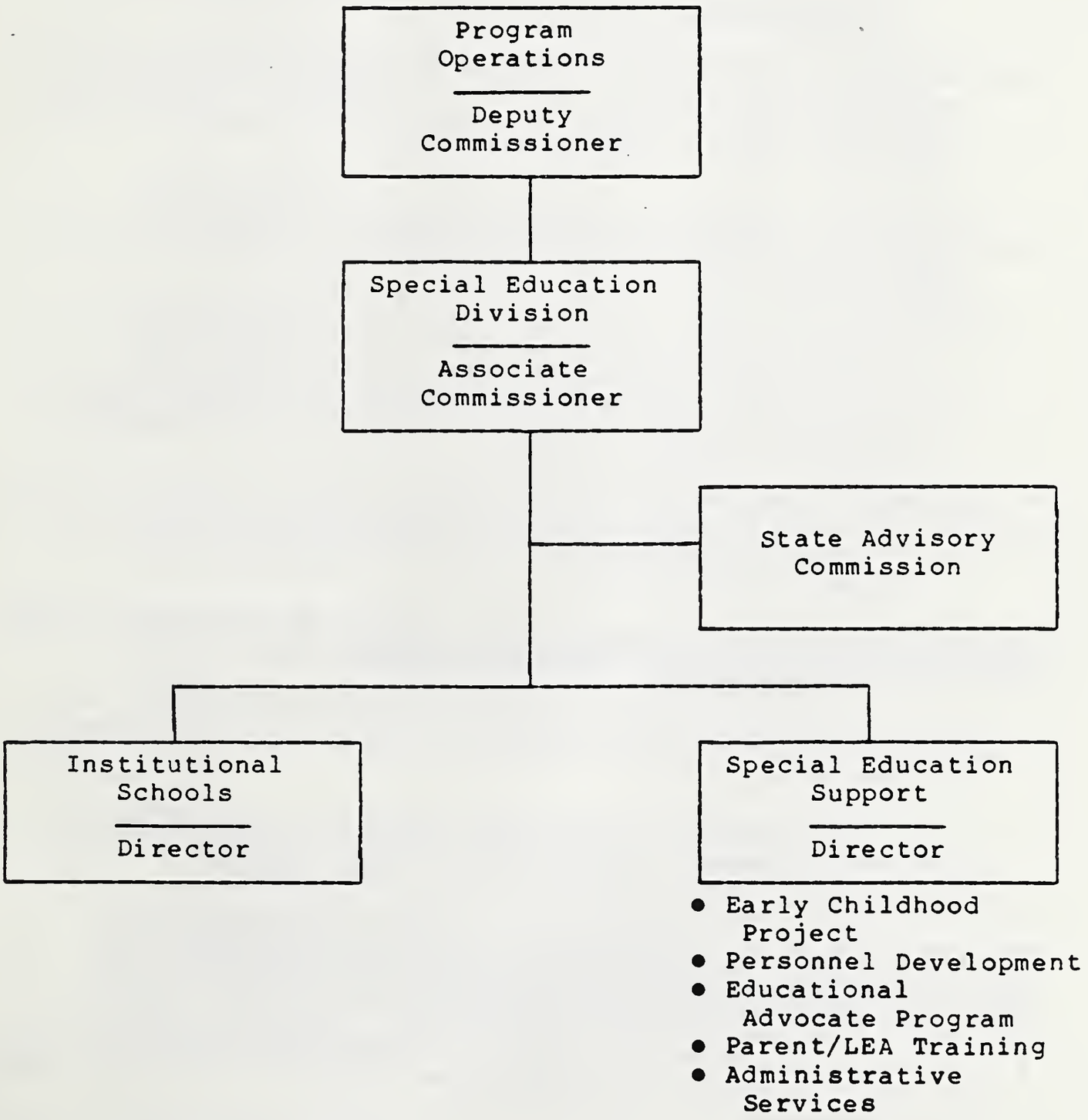


EXHIBIT V-9

EXHIBIT V-10

Massachusetts Board And Department Of Education

SPECIAL EDUCATION DIVISION
PROPOSED STRUCTURE



- The Fire Training Bureau should be consolidated into the Post-Secondary Occupational-Technical Education Bureau in the Occupational Education Division because:

    o It provides post-secondary technical training to an adult population

    o The training site is located outside the public school system.

- The School Facilities and Related Services Division should be retitled the School Management, Organization, and Facilities Division to more accurately communicate the scope of its responsibilities.

- A Special Education Support Bureau in the Special Education Division should be created to provide programmatic support and administrative services to the Division.

    o Those units that will not be consolidated into the Office of Program Services or the Finance and Administration Division should be located in the Special Education Support Bureau, as discussed earlier in this chapter.

    o An Administrative Services unit should be created to coordinate clerical and administrative support to the Division.

Two Additional Organizational Units Should Be Retitled To More Accurately Reflect Their Responsibilities

- The Office of Legislative Affairs should be retitled the Office of External Relations to indicate the full scope of its responsibilities.

- The Office of Executive Planning should be retitled the Office of Planning, Research and Policy Analysis to cover all aspects of its support for the Commissioner.

The Position Of Executive Deputy Commissioner Should Be Retitled Deputy Commissioner For External Relations And Responsibilities Should Concentrate On External Relations

- Currently, the Executive Deputy Commissioner, working under the supervision of the Commissioner, has the following major responsibilities:

    - Directs and coordinates the Department's relations with all types of external entities:

  - o Governor's Office
  - o Legislature
  - o Other State agencies
  - o Federal agencies
  - o Massachusetts Congressional delegation
  - o Educational, municipal, and national organizations
  - o School districts
  - o The public.

- Acts for the Commissioner in the Commissioner's absence
- Is the official conduit for all other units to the Commissioner, according to the current organizational structure.

- Combining all these responsibilities in this position is inappropriate, because:
  - Acting as the liaison to the Commissioner duplicates the responsibilities of the Deputy Commissioner for Program Operations, who is in a much better position to oversee the Department's internal operations
  - Having these diverse duties conflicts with the Executive Deputy Commissioner's responsibilities for external relations, which demand full-time attention.
- Therefore, the position of Executive Deputy Commissioner should be:
  - Taken out of a line relationship between the Commissioner and the Department's operating units
  - Repositioned as head of an External Relations staff unit in the Office of the Commissioner
  - Retitled Deputy Commissioner for External Relations to more accurately reflect responsibilities and level in the organization
  - Redefined to concentrate exclusively on external relationships.

- The primary responsibilities of the Deputy Commissioner for External Relations should be to:

  - Manage day-to-day relationships and communications with external agencies and officials, particularly the Governor's Office, the Legislature, other State agencies, and federal agencies

  - Remain informed of important policy and legislative matters that affect the Board and the Department

  - Inform the Chairperson of the Board and the Commissioner of such matters and suggest and arrange for their participation in appropriate meetings and other activities

  - Recommend policy positions on key issues for adoption by the Board and Department.

- The Commissioner and the Chairperson of the Board of Education should continue to devote considerable time to external relations and should be actively involved in direct interactions with high level officials on matters of high priority.

  - The Deputy should be empowered to speak on behalf of the Commissioner and the Chairperson of the Board, but should not be allowed to formulate new Board or Department positions.

    - o The Deputy should inform the Commissioner and the Chairperson of issues that arise during interactions with other officials and should participate in developing Board and Department policies and positions.

    - o As the Department's lead external contact, the Deputy Commissioner should participate in all high level interactions, but also should interact with external officials and organizations at all levels on all types of matters.

- This position should be titled Deputy Commissioner, rather than Director (the title used for heads of other staff units in the Office of the Commissioner) to communicate to external officials the importance of this position.

- This redefinition of the position will obviate the need to fill the vacant position of Executive Assistant to the Executive Deputy Commissioner, because the Deputy Commissioner position will have full-time responsibilities for external relations.

- The position of Coordinator of Legislative Affairs should be retained to provide support needed by the Deputy Commissioner.

The Formal Reporting Relationships Of Associate Commissioners Should Be Clarified

- The Associate Commissioners' reporting relationships are unclear and appear to vary according to circumstances.

- Associate Commissioners should be hired and evaluated by the Commissioner, but supervised on a day-to-day basis by the Deputy Commissioner for Program Operations.

  - The Commissioner must retain ultimate responsibility for the Associate Commissioners' performance.

  - Because the Commissioner is absent from the Department much of the time and is often involved in high-level policy matters, responsibility for day-to-day supervision of the Associate Commissioners should be delegated to the Deputy Commissioner for Program Operations.

  - Although the Commissioner should not supervise the Associate Commissioners day-to-day, he or she should have frequent contact with them (as well as with other Department managers and staff) through direct conversations and meetings, to remain informed of progress and activities and to ensure clear communication of expectations and concerns.

REQUIRED STAFF COMPETENCIES

Recommended Modifications In The Department's Structure Will Change Personnel Requirements

- To provide required financial and administrative support, central office staff in the Division of Finance and Administration should have technical expertise in relevant business and general management functions.

  - It is not required, or even desirable, for staff in this Division to have previous experience in education, or to have worked in local school districts.

  - o Qualifications for these positions should emphasize training and experience in relevant technical functions, such as human resource management, labor relations, budget development, accounting, auditing, finance, automated information systems, office automation and telecommunications.

- Most incumbents in the Administration and Personnel Division do have appropriate types of training and experience.

  - o In some instances, however, Department staff who were hired to meet requirements in other divisions have been transferred to Administration and Personnel, often as a result of reductions in force.

  - o As opportunities arise, employees currently in the Division who lack needed technical skills should be transferred to more appropriate units.

- In filling all future vacancies in this Division, it is essential that staff be selected on the basis of their capabilities rather than their availability.

  - o Responses to external pressures that the Department hire persons with school district experience (to enhance the Department's understanding of local problems, needs, and operations) should focus on staffing in the four programmatic divisions.

- Employment of technical specialists in this Division will optimize efficiency and effectiveness.

  - o Division staff can assist other employees in the central office and regional centers (most of whom lack experience in these technical areas).

  - o By consolidating technical functions in this Division, specialists can deliver needed services more efficiently, thereby enhancing the image of the Department.

- The recommendation that the Department concentrate more on brokering than on the direct provision of technical assistance will affect requirements for skills needed by program staff.

- With an increased emphasis on brokering, the Department will require a small core staff of program specialists located in the central office and regional centers and a cadre of generalists in the regional centers, as discussed in Chapter III.

- Staff in the Office of Program Services will require technical skills in evaluation, research, planning, and training, as well as substantive knowledge of the programs they serve.

- Professional staff in the programmatic divisions should be familiar with the administration and implementation of programs at the local level; most of these employees should have education backgrounds.

- Most professionals in the regional centers should be generalists capable of assessing needs, monitoring programs, and brokering needed assistance in a wide variety of program areas, as discussed in Chapter III.

    o In selected areas requiring specialized and technical expertise, however, small numbers of specialists will be required.

<u>New Staff And Responsibilities Required By Chapter 188 Should Be Assigned To Appropriate Units In The Reorganized Departmental Structure</u>

- The Department's suggested assignments of responsibilities to implement Chapter 188 are sound, but require modification to reflect the reorganization recommended in this report.

- Chapter 188 requires the Department to collect additional information from local school districts, perform comprehensive analyses of schools, develop guidelines for new programs and evaluation methods, and distribute funds.

    - The Information Systems Bureau (currently titled Data Collection and Processing) should be assigned lead responsibility for coordinating new data collection activities and for the required quantitative analyses of schools.

    - The Office of Program Services should be given lead responsibility for:

        o Coordinating substantive evaluations of schools

        o Developing new program evaluation methods

    - o Collecting and disseminating information on exemplary programs.

  - Regional centers should assist local school districts in developing proposals and implementing programs at the local level.

  - Grant application processing should be the responsibility of the new Grants Processing Unit in the Fiscal Affairs Office.

- Recommended assignments of responsibilities for the implementation of Chapter 188 are shown in Exhibit V-11.

Access To Additional Technical And Analytical Expertise Will Be Required By Chapter 188

- To successfully implement the mandates of Chapter 188, the Department will require additional expertise in testing, assessment, training, and evaluation.

  - To the extent appropriate and possible, the Department should rely on outside consultants and/or temporary employees to meet these requirements.

    - o This strategy will be most appropriate in areas where new programs or procedures must be designed in the near term or where workloads will be high initially but will diminish once the programs are in place.

    - o In some areas, however, new permanent employees will be required.

- Testing and assessment specialists will be required to:

  - Develop and administer new Statewide instruments for basic skills testing and curriculum assessments

  - Assist in the development of a minimum State standard for student performance on tests

  - Develop, administer, and monitor teacher certification testing.

- Expertise in human resource management and training will be required to:

  - Train school committees in the evaluation of teachers' and administrators' performance

Massachusetts Board And Department Of Education

RECOMMENDED ORGANIZATIONAL ASSIGNMENTS
FOR THE IMPLEMENTATON OF CHAPTER 188

I. FORMULA GRANTS

Program	Responsibility (Division)	Implementation (Bureau)
1. School Improvement Fund	Finance and Administration	• Information Systems • Fiscal Affairs
2. Equal Educational Opportunity Grants	Finance and Administration	• Information Systems • Fiscal Affairs
3. Professional Development Grants	Finance and Administration	• Information Systems • Fiscal Affairs
4. Minimum Teacher Salary	Finance and Administration	• Information Systems • Fiscal Affairs
5. Horace Mann Teachers	Curriculum and Instruction Finance and Administration Program Services	• Teacher Certification • Fiscal Affairs • Program Planning and Evaluation

II. DISCRETIONARY GRANTS

Program	Responsibility (Division)	Implementation (Bureau)
1. Essential Skills Grants	Program Services	• Program Planning and Evaluation
	Curriculum and Instruction	• School Programs
	Finance and Administration	• Information Systems • Fiscal Affairs
2. Early Childhood Grants	Program Services	• Program Planning and Evaluation
	Curriculum and Instruction	• School Programs; Office of Early Childhood Education
	Finance and Administration	• Information Systems • Fiscal Affairs
3. Educational Technology Grants	Program Services	• Educational Resources and Technology
	Finance and Administration	• Information Systems • Fiscal Affairs
4. Leadership Academy	Program Services	• Commonwealth Inservice Institute
5. Lucretia Crocker Program	Program Services	• Program Planning and Evaluation • Educational Resources and Technology
	Finance and Administration	• Information Systems • Fiscal Affairs
6. REACH Awards	Curriculum and Instruction	• School Programs
	Finance and Administration	• Information Systems • Fiscal Affairs
7. Commonwealth Scholars	Regional Education Centers	

III. TESTING AND OTHER NON-GRANT PROGRAMS

Program	Responsibility (Division)	Implementation (Bureau)
1. Evaluation of Teachers and Administrators	Curriculum and Instruction School Management, Organization and Facilities Finance And Administration	• Teacher Certification • School Management • Personnel and Labor Relations
2. School and District Evaluation	Program Services Finance and Administration	• Research and Assessment • Program Planning and Evaluation • Information Systems
3. Curriculum Assessments	Program Services Curriculum and Instruction	• Research and Assessment • School Programs
4. Basic Skills Tests	Program Services Curriculum and Instruction	• Research and Assessment • School Programs
5. School Improvement Councils	Regional Education Centers	
6. Gifted and Talented	Program Services Curriculum and Instruction	• Program Planning and Evaluation • School Programs; Office of Gifted and Talented
7. Certification Tests	Curriculum and Instruction	• Teacher Certification
8. Apprentice Teachers	Curriculum and Instruction	• Teacher Certification
9. Definition of Public School	School Management, Organization, and Facilities	• School District Reorganization and Collaboration
0. Minimum State Standard	Commissioner of Education Program Services Curriculum and Instruction	• Research and Assessment • School Programs

- Train principals and other school administrators in performance evaluation, curriculum development, and management.

- Evaluation expertise will be required to:

  - Develop valid, reliable methods of evaluating school and district performance

  - Evaluate instructional and curriculum materials.

LEVELS OF STAFFING

This Study's Findings Will Enable Staff Reductions In Some Areas And Make Positions Available To Meet Some Of The Department's New Responsibilities Under Chapter 188

- This study has identified some areas in which current staffing levels may be reduced.

  - The position of Executive Assistant to the Executive Deputy Commissioner will no longer be necessary when the Executive Deputy Commissioner (retitled Deputy Commissioner for External Relations) devotes full-time to external relations activities.

    - This reduction will be offset, however, by the creation of a new position of Executive Assistant to the Board.

  - The Equal Educational Opportunity Bureau can be reduced by one professional position as a result of the transfer to this unit of one employee from the Office of the Commissioner.

  - Discontinuation of the Immigration and Americanization Program will reduce staffing requirements by four professional positions, three of which are currently filled.

  - An analysis of workload requirements in the new Office of Program Services is likely to demonstrate that staffing levels can be reduced through improved coordination, reductions in duplication of activities, streamlining of procedures, and better staff scheduling and sharing in response to workload peaks and valleys.

  - A similar analysis of workload requirements in the consolidated Finance and Administration Division (which will include a number of administrative units now in the program divisions) is likely to demonstrate that staffing levels can be reduced in that unit as well.

- A detailed analysis of secretarial requirements in the central office is likely to demonstrate that the Department can perform its responsibilities with fewer secretaries.

  - Although secretarial support requirements vary among organizations because of variations in workload and types of activity, it appears that the Department's secretarial staffing can be reduced, on the basis of the consultants' experience in similar agencies.

- The shift from the direct provision of technical assistance to a greater reliance on brokering of services is likely to reduce staffing requirements in the regional centers, thereby making available funds to support the brokered services (for example, fees for teachers, administrators, and experts who will provide assistance identified as needed by local and regional staffs).

  - The exact level of potential reductions in permanent, full-time staff in the regional centers should be determined by the detailed analysis recommended to follow this study.

<u>Selected Units Should Be Analyzed In More Detail To Determine Required Levels Of Staffing</u>

- A more focused, intensive analysis than was possible in this comprehensive management review should be conducted as soon as possible to determine the specific levels of required staffing in:

  - The Teacher Certification and Placement Bureau

    - Analysis of backlogs in this Bureau may conclude that additional staff is needed, but an estimate cannot be given at this time.

  - The new Office of Program Services

  - The consolidated Finance and Administration Division

  - The Regional Education Centers

  - Secretarial support throughout the central office and regional centers.

- Because adequate workload data are not readily available, considerable data collection will be required to provide a reliable basis for making such important decisions; this will require more time and resources than were available in the management study.

- The analysis should be performed by an organization or individuals outside of the Department to ensure the required independence and objectivity, and should involve the following steps:

  - Identify all tasks performed by all employees in the affected units and additional tasks, if any, required by new responsibilities

  - Develop a thorough understanding of the procedures used in performing each task, the time that should be needed, and the time currently used to perform each step

  - Determine ways of reducing the time required to perform specific tasks through streamlining of procedures, greater use of automation, or other means of enhancing efficiency

  - Identify duplications of employees' efforts and determine the amount of time spent on duplicative activities

  - Identify seasonal variations in individual units' and employees' workloads and ways of reducing staffing requirements through improved scheduling and sharing of employees across units in response to workload peaks and valleys

  - Establish specific productivity standards for each category of employee

  - On the basis of all these factors, calculate required full-time-equivalents (FTEs) required to accomplish the responsibilities of each unit at acceptable levels of quality.

- The results of this detailed analysis may significantly affect the levels of staffing needed to implement Chapter 188, as discussed later in this chapter.

- Beyond this short-term analysis, the Department should develop formal methods of continuously monitoring workload, and staffing levels should be periodically adjusted on the basis of such analyses, as recommended in Chapter III.

- The cost of the contract for performing the recommended detailed analysis of staffing requirements in selected units will be approximately $100,000.

  - Although the followup study will not be as comprehensive as the overall management study performed by CMP, it will be much more intensive in the areas to be examined.

  - Because the results of this analysis will affect current employees' positions and the Department's levels of staffing, it is very important that it be adequately funded to enable the required level of care and accuracy.

  - This one-time investment is likely to save the Commonwealth much more than it costs in the long term, as it is likely to demonstrate that many of the positions required to implement Chapter 188 can be made available through reallocations rather than additions and because any savings made possible through staff reallocations will be recurring.

Additional Staff Will Be Required In Selecting Units To Implement Chapter 188, Particularly During The 1985-86 And 1986-87 Start-Up Period

- As shown in Exhibit V-12, 15 of the programs created or expanded by Chapter 188 will require additional staff for planning, implementation, and program operation activities.

  - It should be noted that these staffing needs will not necessarily require that the Department increase existing staffing levels.

    - o Many of the positions required to implement Chapter 188 may be made available through reallocations of positions no longer needed in other organizational units, as discussed earlier in this chapter.

      The analysis performed in this study has identified five such positions and it is likely that the recommended followup analysis of staffing requirements in selected units will identify additional positions that can be reallocated for this purpose.

    - o Wherever possible and appropriate, the Department should utilize temporary employees in the implementation of Chapter 188 to meet short-term needs, such as planning new programs.

Massachusetts Board and Department of Education

ESTIMATED STAFF REQUIRED TO IMPLEMENT CHAPTER 188(a)

Program	Fiscal Year	Recommended Staffing(b)							Cost(c)	Justification
		Central Office			Regional Centers					
		Professional			Professional					
		Permanent	Temporary	Support	Permanent	Temporary	Support	Total		
School Improvement Councils And Funds	1985-86	0.5	0.5	0.5	-	2.0	-	3.5	$114,855	• Schools need short-term assistance in establishing councils • Need for assistance will diminish over time • Need permanent half-time Statewide coordinator • After start-up, regional generalists can assist through regular school visits and brokering
	1986-87	0.5	0.5	0.5	-	1.0	-	2.5	81,285	
	1987-88	0.5	-	0.5	-	-	-	1.0	29,013	
Gifted And Talented	1985-86	-	-	-	1.0	-	-	1.0	33,569	• Need additional expertise, distributed across regions, to increase technical assistance, dissemination, and brokering
	1986-87	-	-	-	1.0	-	-	1.0	33,569	
	1987-88	-	-	-	1.0	-	-	1.0	33,569	
Commonwealth Scholars	1985-86	0.25	-	-	-	-	-	0.25	8,392	• Department responsible for assisting Board of Regents by reviewing applications each year • Review will require approxiamtely 3 months annually (0.25 FTE)
	1986-87	0.25	-	-	-	-	-	0.25	8,392	
	1987-88	0.25	-	-	-	-	-	0.25	8,392	

(a)Some positions required to implement Chapter 188 may be made available through reallocation of existing positions.

(b)Full-time equivalents (FTEs).

(c)Costs include salaries and benefits; benefits = 19.89% of salaries.

Program	Fiscal Year	Recommended Staffing(b)							Cost(c)	Justification
		Central Office			Regional Centers					
		Professional			Professional					
		Permanent	Temporary	Support	Permanent	Temporary	Support	Total		
Essential Skills Grants	1985-86	0.5	-	0.5	1.0	-	0.5	2.5	78,408	• First year will require developmenat of guidelines and procedures, review of applications for $2M in local aid • Level of technical assistance and application review will increase in 1986-87 ($12M) • Beginning in 1987-88, workload will stabilize and greater reliance can be placed on brokering
	1986-87	0.5	-	0.5	2.0	1.0	0.5	4.5	145,546	
	1987-88	0.5	-	0.5	2.0	-	0.5	3.5	111,977	
Early Childhood Grants	1985-86	1.0	-	0.5	1.0	-	0.5	3.0	102,506	• Requires creation of a new office • First year will require establishment of office; development of guidelines for program certification and grants; and review of applications for $2M in local aid • Level of technical assistance and application review will increase in 1986-87 ($12M) • Workload will stabilize in 1987-88 and greater reliance can be placed on brokering
	1986-87	1.0	1.0	0.5	2.0	1.0	0.5	6.0	207,050	
	1987-88	1.0	-	0.5	2.0	-	0.5	4.0	136,075	

Program	Fiscal Year	Recommended Staffing(b)							Cost(c)	Justification
		Central Office			Regional Centers					
		Professional			Professional					
		Permanent	Temporary	Support	Permanent	Temporary	Support	Total		
Leadership Academy	1985-86	0.5	0.5	0.5	1.0	-	0.5	3.0	91,596	• Planning and development of policies, procedures, and guidelines required in 1985-86; thereafter, needed central coordination is part time • Funds to be awarded are modest ($200K in 1985-86, $250K thereafter), but staff must provide training, advice, and brokering
	1986-87	0.5	-	0.5	1.5	-	0.5	3.0	89,678	
	1987-88	0.5	-	0.5	1.5	-	0.5	3.0	89,678	
Curriculum Assessment	1985-86	1.0	1.0	0.5	-	-	-	2.5	92,195	• Full-time manager required to oversee major, technical program • Development of assessment instruments will be done by contractor • Monitoring of development will require more staffing in first two years • Beginning in 1987-88, activities will be operational only (test distribution, collection, scoring, and analysis) • Staff can be shared with Basic Skills Tests program (closely related)
	1986-87	1.0	1.0	0.5	-	-	-	2.5	92,195	
	1987-88	1.0	-	0.5	-	-	-	1.5	58,626	

Program	Fiscal Year	Recommended Staffing(b)						Total	Cost(c)	Justification
		Central Office			Regional Centers					
		Professional			Professional					
		Permanent	Temporary	Support	Permanent	Temporary	Support			
Apprentice Teachers	1985-86	0.5	-	-	-	-	-	0.5	16,785	• Start-up activities will be required in 1985-86, including development of regulations, hearings, Board report, and publications • After first year, activities will be restricted to reviewing applications and monitoring • Staff can be shared with related programs (certification tests and Horace Mann) • Monitoring can be performed by regional center generalists as part of regular school visits
	1986-87	0.25	-	-	-	-	-	0.25	8,392	
	1987-88	0.25	-	-	-	-	-	0.25	8,392	
School and District Evaluation	1985-86	2.0	-	0.5	-	-	-	2.5	85,122	• Is a major, technical program requiring substantial expertise and time • Development of instruments will be done by contractor, requiring monitoring in first two years • Annual analysis activities will be substantial • Existing bureau staff can assist to some extent, but limited time available
	1986-87	2.0	-	0.5	-	-	-	2.5	85,122	
	1987-88	2.0	-	0.5	-	-	-	2.5	85,122	

Program	Fiscal Year	Recommended Staffing(b)							Cost(c)	Justification
		Central Office			Regional Centers					
		Professional			Professional					
		Permanent	Temporary	Support	Permanent	Temporary	Support	Total		
Horace Mann Teachers	1985-86	0.5	0.5	-	-	-	-	1.0	13,188	• Start-up activities in 1985-86 will include development of guidelines, requirements, and application forms, and planning of training • After first year, activities will be restricted to reviewing applications and monitoring • Staff can be shared with related programs (Apprentice Teachers and Certification Tests) • Monitoring can be performed by regional center generalists as part of regular school visits
	1986-87	0.5	-	-	-	-	-	.5	6,594	
	1987-88	0.5	-	-	-	-	-	.5	6,594	
Educational Technology Grants	1985-86	-	-	-	-	-	-	-	-	• Start-up activities will require additional assistance in 1986-87 • Primary requirements thereafter will be application review and monitoring • Funds to be awarded are modest ($500K) • Existence of bureau staff with relevant expertise reduces requirements • Regional staff can help with technical assistance
	1986-87	0.5	0.5	0.5	-	-	-	1.5	47,716	
	1987-88	0.5	-	0.5	-	-	-	1.0	29,013	

Program	Fiscal Year	Recommended Staffing(b)							Cost(c)	Justification
		Central Office			Regional Centers					
		Professional			Professional					
		Permanent	Temporary	Support	Permanent	Temporary	Support	Total		
Instructional Materials Grants	1985-86	-	-	-	-	-	-	-	-	• Start-up activities will require additional assistance in 1986-87 • Primary requirement thereafter will be application review • Funds to be awarded are modest ($1M) • Procedures will be straightforward • Regional staff can help with workshops
	1986-87	0.5	0.5	0.5	-	-	-	1.5	47,716	
	1987-88	0.5	-	0.5	-	-	-	1.0	29,013	
Lucretia Crocker Dissemination Program	1985-86	-	-	-	-	-	-	-	-	• Start-up activities will require additional assistance in 1986-87 • Validation of approximately 800 nominated programs will be time-consuming • Regional staff can help with workshops, monitoring, and brokering as part of regular school visits
	1986-87	0.5	0.5	-	-	-	-	1.0	33,569	
	1987-88	0.5	-	-	-	-	-	0.5	16,785	
Certification Tests	1985-86	-	-	-	-	-	-	-	-	• Substantial effort will be required in developing new tests, including development of specs and selection and monitoring of contractor • Staffing requirements will diminish after 1987-88, but staff requirements in Certification Bureau will be determined by more detailed follow-on analysis
	1986-87	1.0	1.0	0.5	-	-	-	2.5	85,122	
	1987-88	1.0	1.0	0.5	-	-	-	2.5	85,122	

Program	Fiscal Year	Recommended Staffing(b) Central Office Professional Permanent	Central Office Professional Temporary	Central Office Support	Regional Centers Professional Permanent	Regional Centers Professional Temporary	Regional Centers Support	Total	Cost(c)	Justification
Basic Skills Tests	1985-86	1.0	1.0	0.5	-	-	-	2.5	77,449	• Manager of related program (Curriculum Assessment) will manage this program also, and staff can be shared • Development of assessment instruments will be done by contractor • Development activity will require more staffing in first two years • Beginning in 1987-88, activities will be operational
	1986-87	1.0	1.0	0.5	-	-	-	2.5	77,449	
	1987-88	1.0	-	0.5	-	-	-	1.5	43,880	
Auditing	1985-86	-	-	-	-	-	-	-	-	• New programs will increase auditing requirements • Estimates are based on current ratios of auditors to amount of funding awarded by Department annually • Follow-up study may show that additional auditing may be performed by existing staff through greater efficiency
	1986-87	2.5	-	-	-	-	-	2.5	52,000	
	1987-88	2.5	-	-	-	-	-	2.5	52,000	
Totals	1985-86	7.75	3.5	3.5	4.0	2.0	1.5	22.25	714,065	
	1986-87	12.5	6.0	5.0	6.5	3.0	1.5	34.5	1,101,395	
	1987-88	12.5	1.0	5.0	6.5	-	1.5	26.5	823,251	

- The total estimated staffing requirements in the first three years (including permanent professionals, temporary professionals, and support staff in the central office and in the regional centers) are:

  o 22.25 FTEs in 1985-86

  o 34.50 FTEs in 1986-87

  o 26.50 FTEs in 1987-88.

- Staffing requirements will increase in 1986-87 because several of the programs will not begin until that year and because the funds to be awarded to local districts (and, therefore, the numbers of applications to be reviewed, grants to be processed, and projects to be assisted and monitored) will increase substantially in that year in some programs.

- The total estimated costs of these additional staff (including salaries and benefits, with benefits calculated as 19.89 per cent of salaries) are:

  - $714,065 in 1985-86

  - $1,101,395 in 1986-87

  - $823,251 in 1987-88.

- These estimates of staffing requirements and associated costs have been determined using the following procedures and assumptions.

  - For each new program, staffing estimates were calculated by projecting types and levels of required activities and associated workloads, examining the Department's own analyses of staffing requirements, and examining ratios of FTEs to workloads in existing programs.

  - Distinctions were made between start-up activities (planning, creation of required advisory bodies, development of regulations and procedures, initial analyses, and so forth) and operational activities.

    o Wherever possible, temporary employees have been recommended for programs in which the workload will diminish after higher levels of start-up activity.

- Determinations were made of staff required in the central office for initial planning and continued coordination and expertise and of staff required in the regional centers for monitoring, technical assistance, and brokering activities.

- Estimates of required support staff were based on experience in comparable areas and analyses of special requirements.

- Determinations were made of the types of staff required in each program, and the following standard figures were used in estimating salaries:

    o $40,300 for program managers

    o $31,200 for Educational Specialist III positions

    o $28,000 for Educational Specialist II positions

    o $22,000 for Educational Specialist I positions

    o $17,200 for secretarial positions.

- Exhibit V-12 is restricted to estimated costs of staff required to implement Chapter 188.

    - Estimates of all Departmental costs required for implementation of Chapter 188 (including salaries, benefits, and administrative expenses) are provided in Exhibit VII-2.

VI - WORKING RELATIONSHIPS

VI - WORKING RELATIONSHIPS

This chapter presents study recommendations pertaining to the working relationships among the various entities responsible for education in the Commonwealth of Massachusetts. Assignment of educational responsibilities, collaboration and communication, local perceptions, and the responsibilities of advisory groups are discussed.

ASSIGNMENT OF EDUCATIONAL RESPONSIBILITIES

Relationships Among The Board, Office Of The Governor, State Legislature, and Department Should Be Improved To More Adequately Support The Board's Roles And Responsibilities

- The Governor, the State Legislature, the Board, and the Department each have separate, yet interrelated responsibilities for providing educational services to the citizens of Massachusetts.

  - The Governor and members of the State Legislature, who serve as the citizens' elected representatives, establish the overall framework within which educational services are to be provided.

    - o They establish high level policy, authorize programs, and appropriate funds.

    - o They are elected to serve the interests of their constituents and, therefore, their decisions are expressions of the public will through the political process.

    - o However, since education is but one of a broad range of important policy areas about which they make decisions, the Governor and the legislators can direct only limited attention and leadership to educational issues.

      As in most states, the Governor and the Legislature have devoted considerable attention to education in the past three years as a result of increased public interest in improving educational quality and performance; it is unlikely, however, that this level of interest and attention will be sustained as important needs emerge in other areas.

- The Board sets policy, determines priorities, and provides educational leadership within the parameters established by the Governor and Legislature.

    o Since it focuses exclusively on educational issues, the Board can devote its full resources to making informed decisions about how specific policies and programs mandated by the Governor and the Legislature should be implemented.

    o Moreover, since Board members are not elected, the Board is somewhat protected from political influences and can set policies and determine priorities using objective analysis rather than having to respond to short-term political considerations.

    o Because the Board consists entirely of lay members, it provides an important vehicle for citizen involvement in educational policy-making, for representing various groups' concerns and needs, and for building support for educational programs in the Commonwealth.

    o A capacity for objective governance requires judicious appointment of Board members and effective systems for decision-making.

    o The Board must be accountable to the Governor and the Legislature, however, and keep them informed of progress in achieving educational objectives and of changing circumstances that may require revisions to legislated policies.

- The Department receives direction from the Board, implements Board policies, and provides the Board with information and analysis needed to determine educational needs in the Commonwealth and to establish goals, policies, and programs.

- Although this delineation of responsibilities is appropriate, because it currently is not reflected in actual day-to-day interactions among the Governor's Office, the Legislature, the Board, and the Department, these entities are hindered in their ability to fulfill their duties.

    - The Legislature and the Governor's Office, for example, are hindered from fulfilling their responsibilities, because the Board does not keep them adequately informed of Board and Department activities.

  - o No formal mechanism exists to provide the Governor's Office and the State Legislature with feedback on the progress the Department is making in implementing legislatively mandated programs and to ensure that the executive and legislative branches are aware of problems that may require modifications to the overall policy framework they established.

  - o Too little effort is made to educate members of the Legislature on the Department's needs, its structure, and its functions.

  - o Although representatives of the Governor's Office regularly attend Board meetings, staff of the key legislative committees rarely attend these meetings.

- The relationship between the Governor's Office and the Board has hindered the Board's ability to fulfill its responsibilities.

  - o The reappointment of Board members by the Governor's Office has not always been accomplished in a timely manner and the lack of timely action has raised questions about the status of some members, leaving some constituencies or regions unrepresented, and creating negative relationships among Board members that hinder the Board's ability to conduct its business efficiently and effectively.

  - o The Board has experienced difficulty in obtaining needed information, reactions, and decisions from the Governor's Office on a timely basis.

  - o Board members believe that the expectations of the Governor's Office for the Board's roles, goals, and activities are unclear and that deficiencies in communications between the Governor's Office and the Board make it difficult for the Board to set clear priorities and make progress against them.

  - o As was discussed in Chapter III, the Board's ability to respond effectively to unforeseen circumstances is hindered, because it cannot shift allocations among and within line items of the annual budget approved by the Legislature.

    - o The Board's ability to allocate funds within budget line items is further limited because purchase of service contracts, consultant contracts, expenditures related to conferences, out-of-state travel, and other activities must be submitted to the Governor's Office for review and approval.

  - The Commissioner's ability to manage the Department is hindered, because the Board tends to get too involved in the day-to-day activities of the Department.

  - The Board's ability to set policy and determine priorities on the basis of objective rather than short-term political considerations is hindered because some Board members allow their interest in particular issues or special causes to influence their support of policies and priorities.

  - In addition, some Board members do not publicly support Board decisions they opposed after the Board majority has approved them.

- The Board, the Governor's Office, the Legislature, and the Department should work collaboratively to effect needed improvements in working relationships and to strengthen the Board's ability to fulfill its responsibilities, including steps such as the following.

- The Board should establish formal mechanisms to ensure that Department programs and priorities are consistent with the Legislature's and the Governor's overall objectives, and that the Legislature and the Governor's Office receive adequate feedback on Department activities.

  - As part of the first step of the integrated planning process described in Chapter III, the Board should seek input from appropriate members of the Legislature and the Governor's Office to inform the formulation of objectives and priorities.

    - o During the week before the Board's annual retreat the Board Chairperson, the Commissioner, and the Executive Assistant to the Board should meet with appropriate members of the Legislature and with representatives of the Governor's Office to discuss plans for the coming year.

  - Appropriate legislators and representatives of the Governor's Office should also be invited to attend some of the Department's annual budget planning sessions, so they will better understand the Department's request for funding.

- The Coordinator for Legislative Affairs in the Office of External Affairs should assume responsibility for ensuring that legislators and representatives of the Governor's Office are informed of Board and Department activities.

    - o Appropriate legislators, staff to the Legislature's Education Committee, and staff in the Governor's Office should be furnished with agendas before Board meetings, should be encouraged to attend Board meetings whenever possible, and should be given minutes of the Board meetings.

    - o The Coordinator for Legislative Affairs should also ensure that these officials receive copies of informational booklets and brochures prepared by Department staff.

    - o These officials should also be encouraged to participate in appropriate portions of the Board's in-service training and orientation programs (discussed in Chapter IV) by making presentations about their responsibilities and activities.

- Problems that may require adjustments to the overall policy framework provided by the Legislature and Governor's Office should be communicated by the Commissioner, the Board Chairperson, the Deputy Commissioner for External Affairs, and the Coordinator for Legislative Affairs.

- Moving the central office from its present location in Quincy to Boston should help the Board and the Department keep legislators and representatives of the Governor's Office better informed about Department activities.

• There are several steps the Governor's Office could take to improve its relationship and communications with the Board and to strengthen the Board's ability to perform its responsibilities.

- Decisions about reappointments of Board members whose terms are scheduled to expire should be made in advance of the expiration dates.

- Board vacancies should be filled promptly.

- In appointing Board members, the Governor's Office should seek persons who are familiar with educational policy issues, able to act in a policy-making capacity, able to consider the educational needs of the Commonwealth generally rather than restricitng their attention to special interests, and willing to invest the substantial amounts of time required to perform Board business.

- The Governor's Office should keep the Board Chairperson informed of important developments and should respond in a timely fashion to the Board's requests for information, direction, reactions, and decisions.

- The Governor's Office should clearly communicate its expectations for the Board and any concerns it has about the Board's performance, and should work with the Board to remedy any perceived deficiencies.

- Steps should be taken to eliminate Board participation in Departmental administrative matters.

  - The orientation and training programs for Board members (discussed in Chapter IV) should emphasize the Board's primary responsibility for establishing policy and setting priorities for the Department.

    - o If Board members are not satisfied with the Commissioner's management and implementation of the Board decisions, they should bring their concerns to the Board Chairperson, who should discuss them with the Commissioner.

    - o If the Commissioner's performance does not improve, the Board should relieve the Commissioner of his or her duties.

    - o Under no circumstance should Board dissatisfaction with the Commissioner's performance lead Board members to take an active role in the day-to-day activities of the Department.

  - Board training should also emphasize the need for Board members to assume a balanced view of their responsibilities and act as persons responsible for education throughout the Commonwealth, even if they were selected as representatives of a particular constituency or because of specific expertise.

    - o Other aspects of Board training that will help Board members become effective educational leaders are discussed in Chapter IV.

COLLABORATION AND COMMUNICATION

Communications Between The Board And The Department Should Be Improved

- Currently, all Board discussions with Department managers and staff are coordinated by the Office of the Commissioner.
  - Although the Commissioner should know when Board members request information from Department staff, other present duties prevent him from making timely arrangements for Board members to discuss issues with Department managers.
  - Thus, the Commissioner often responds to Board members' questions himself, but he sometimes does not have the information necessary to give a detailed response.
  - As a result, Board members sometimes do not receive information they need, and the Commissioner spends valuable time responding to Board requests for information that could be handled by others.
- The Executive Assistant to the Board should coordinate a systematic process that will ensure that Board members receive prompt responses to their inquiries and that Department staff resources are used effectively.
  - Board members should be conscientious in making requests of Department employees and should only ask for information that is needed for them to serve as effective Board members.
  - They should make their requests directly to the Executive Assistant to the Board.
    - o If the Executive Assistant can answer the question, he or she should do so.
    - o If the Executive Assistant cannot answer the question, he or she should provide the Commissioner with the following information:

      The name of the Board member requesting the information

      The information requested

      The date of the request.

  - o The Commissioner should determine which Department official should respond to the request.

- Responses to Board requests for information should be provided on a two-page form with the following information:

  - o The name of the Board member requesting the information

  - o The date of the request

  - o The date of the response

  - o The name and position of the employee providing the information

  - o The response.

- The Executive Assistant to the Board should distribute copies of completed forms to the Commissioner, the Board Chairperson, the Board member requesting the information, and, if of general interest, to all Board members; members of the Regional Education Councils should receive information pertinent to their responsibilities.

- The Executive Assistant should maintain well-organized files of completed forms and whenever possible should draw from already completed forms to respond to Board members' questions to avoid duplicative work.

- The Executive Assistant to the Board should use the information on completed forms to review the types of information requested by Board members, and, when similar requests are made by a number of Board members, should consider including the topic as part of the orientation and training programs.

  - o He or she should also use this information to monitor how quickly Department employees respond to Board requests for information.

- If it is expected that more than two pages (in addition to readily available material) will be required to provide the Board member with the requested information, the Executive Assistant should submit the request with an estimate of staff time required to the Board Chairperson and the Commissioner.

- o If the Board Chairperson and the Commissioner approves the request, the request should be referred to Department staff.

- o Examples of requests that might be disapproved include:

  Lengthy materials unrelated to an issue likely to be considered soon by the Board

  Requests that, through discussion, could be revised to provide documents of use to the entire Board and the Regional Education Councils.

- o If the Board Chairperson or the Commissioner disapproves the request, the Executive Assistant to the Board should confer with the Board member requesting the information, the Board Chairperson, and/or the Commissioner to determine how best to provide the requested information to the Board member.

- The Executive Assistant to the Board should be given the authority to distinguish between requests for information from Board members and attempts by Board members to influence Department policy.

  - o Requests for information should be honored by the Department as quickly as possible, while requests for changes in policy should be reviewed and decided by the entire Board.

  - o When the Executive Assistant to the Board considers a Board request inappropriate, he or she should refer the matter to the Board Chairperson and the Commissioner who should decide whether or not a Department employee should respond to the request.

- Guidelines for these procedures should be prepared by the Executive Assistant to the Board, reviewed by the Commissioner and Board Chairperson, and communicated to all Board members and Department employees at or above the level of Bureau Director.

<u>The Board And The Department Should Continue To Collaborate With Other State Agencies And Officials On Programs Of Mutual Interest</u>

- The Department currently works with other State agencies to:

  - Share financial and staffing resources

- Identify joint services to be provided to shared clientele

- Share research and assessment data

- Monitor legislation affecting two or more agencies.

- The Department should continue to enter into inter-agency agreements with other State agencies whenever appropriate.

  - In the near term, opportunities for entering into, or expanding the use of, inter-agency agreements in areas such as the following should be explored:

    o AIDS policy

    o Teen parenting and pregnancy

    o Adult education.

The Board Should Use A Variety Of Direct And Indirect Lines Of Communication To Obtain Needed Information

- Although it is important for the Board to receive information from a variety of sources (as discussed in Chapter IV) procedures have not been established to ensure that the information Board members receive is pertinent and non-redundant.

  - For example, when a particularly important or controversial issue is before the Board, observers report that statements from the audience are repetitive.

    o Although some statements give useful information, the majority repeat previous positions, taking up three or more hours of the meeting.

  - When making oral presentations to the Board, Department employees sometimes simply repeat written testimony included in Board packets instead of expanding on this testimony, providing the Board with additional insight into issues and problems, and highlighting key points and rationales.

  - Some statements by the public during Board meetings are made solely to congratulate the Board or the Department for its work in a specific program area.

  - o Although the Board should know what programs have been beneficial to the Commonwealth and Department staff should receive positive reinforcement about their work, congratulatory statements consume valuable time that could be more profitably spent discussing policy issues.

- The Executive Assistant to the Board should coordinate requests to make statements to the Board to ensure that the Board receives input from speakers with a variety of opinions yet does not spend valuable meeting time listening to repetitive information.

  - Persons wishing to make presentations to the Board should discuss their intention with the Executive Assistant at least three days before the Board meeting, summarize briefly the information they intend to provide, and state what organization, if any, they represent.

    - o When more than one representative of the same organization wishes to make a statement to the Board, the Executive Assistant should ask the organization to designate one spokesperson.

    - o When more than one individual wishes to express identical positions, the Executive Assistant should ask these speakers to designate one representative to serve as spokesperson.

    - o Individuals not selected as spokespersons should be encouraged to make written statements to the Board.

  - Persons who have not discussed their intention to make a presentation to the Board at least three days before the Board meeting should not be allowed to speak unless they receive permission, in writing, from the Board Chairperson before the meeting begins.

  - Speakers wishing to make congratulatory statements, or to make statements that are unrelated to items on the Board agenda, should be discouraged from speaking at Board meetings, but should be encouraged to make written statements.

  - Also, Department staff should be encouraged to make their statements to the Board succinct and pertinent.

LOCAL PERCEPTIONS

The Board And Department Staff Should Improve Their Visibility And Accessibility At The Local Level

- For a number of reasons (as discussed in Chapter IV), the Board and the Department are generally not visible at the local level, and many of the local administrators and teachers who are aware of the Department do not have a high opinion of the Board or of Department employees.
  - The only experiences some local administrators and teachers have had with the Department have been negative.
    - o Many teachers' only experience with the Department has been to obtain certification, and they are frustrated when the certification process takes as long as two years to complete.
    - o Some local administrators perceive that they interact with Department officials only when monitoring school programs for compliance with State and federal regulations, and never to be given needed assistance or support.
  - Many administrators and teachers neither know that regional centers are part of the Department nor that the Department can offer a variety of services and programs to assist them.
- A summary of steps suggested in this report to alleviate these problems follows:
  - Adopt a statement of principles that effectively communicates the Board's commitment to approaches to solve local problems that respect the autonomy of local governing bodies.
  - Expand the use of brokering to provide technical assistance to local school districts.
  - Coordinate monitoring efforts with technical assistance and brokering efforts.
  - Revise procedures for collecting information from local school districts to ensure that whenever possible local districts receive useful feedback and understand the purposes for which information is being collected.

- Encourage local school districts to use regional education councils to communicate recommendations and concerns to the Board.

- Require staff at each regional center to visit all schools in their regions at regular intervals.

- Use professional organizations to help disseminate information on Department programs to their members.

- Work closely with newspapers, television, and radio stations to promote programs of local interest.

- Evaluate the operations of the Teacher Preparation, Certification, and Placement Bureau to identify staffing needs and opportunities to streamline operations.

ADVISORY GROUPS

The Frequency With Which Advisory Groups Report To The Board Should Be Reduced

- Currently 14 State Advisory Councils (presented in Exhibit VI-1) advise the Board and Department on issues related to specific educational areas.

  - Councils vary in the composition of their membership:

    - o Some are composed of students or parents of students.

    - o Some are composed of professionals who can offer technical expertise in a given area.

    - o Some are composed of a variety of constituencies and interest groups.

  - Some councils help develop and implement regulations or approve programs, but most councils have strictly advisory roles and issue written policy recommendations to the Board.

- The Board does not make effective use of several advisory groups for a number of reasons.

  - First, the Board receives information from so many advisory groups that it does not have time to adequately consider the recommendations of each group.

    - o Including the six Regional Education Councils, the Board has 20 advisory groups reporting to it.

Massachusetts Board and Department of Education

STATEWIDE ADVISORY COMMITTEES

Name	Composition Of Membership	Mission/Purpose	Established By
Commonwealth Inservice Institute State Advisory Committee	Representatives from the 6 regional education councils, higher education, teachers' unions, Massachusetts Association of School Superintendents and other school administrators, specialists and classroom teachers	To serve as a resource to the Board on matters related to the development and implementation of the policy of the Institute. The committee advises on Institute priorities, plans, procedures and other staff development activities of the State Board of Education and the Department of Education.	Board of Education
Massachusetts Advisory Commission On Educational Personnel	Should be "broadly representative" of classroom teachers, students in secondary schools, faculty of public and private higher education institutions, public school administrators, school committees, students preparing for teaching, staff on non-public schools, general public. At least one-third must be public school teachers.	To develop and recommend to the Board standards and procedures for certification and preparation of educational personnel. To provide leadership for improving the preparation of educational personnel.	Mass. General Laws Chapter 15, Section 46
Massachusetts Advisory Council On Migrant Education	Parents of students served by the program.	To review the State plan for migrant education and advise the Department on policies and procedures. To bring together representatives from regional and local parent advisory councils for training and information sharing. To support the activities of the local and regional parent advisory councils.	P.L. 98-211
Massachusetts Bilingual Advisory Council	Proportional representation from the various regions, including representatives from different languages, elementary, secondary, and higher education, and from supervisory, professional and service organizations.	To advise the Board and Department on policy and procedures and anything else relative to bilingual education. To support the work of the local PACS in encouraging maximum participation by parents in planning, developing, and implementing programs. To coordinate and collaborate with other agencies, communities and educators in the improvement of bilingual education in the Commonwealth.	Board of Education and Transitional Bilingual Education Act, Chapter 71A

Name	Composition Of Membership	Mission/Purpose	Established By
Massachusetts Community Education Advisory Council	Two members from each region and 11 at large members including, to the extent possible, the following constituencies: K-12 school systems, adult education, higher education, private organizations, community service agencies, industry, public agencies, labor and one representative from the Board of Education and one from the Student Advisory Council.	To advise and make policy recommendations to the Board on community education. To make recommendations on the development of goals as stated in the Policies and Objectives of the Board of Education, the Commissioner's Operational Plan, and the Bureau of Student, Community and Adult Services' Goals. To develop and assist the Department in carrying out a state plan for community education and programs in compliance with the Board of Education's Policy on Community Education. To assess needs, encourage community participation, and disseminate information regarding community education. To advise on any matters related to the development of community education legislation in the Commonwealth.	Board of Education
Massachusetts Executive Committee For Educational Television	Representatives of Massachusetts school districts (7 members), and representatives of other significant constituencies such as commercial broadcasting, business and industry, and higher education (5 members).	To advise the Department and the Board on policy regarding educational television and technology. To promote ongoing projects. To support the Board of Education on pending educational legislation related to educational technology. To review and advise on new projects.	Mass. General Laws Chapter 71, Section 13

Name	Composition Of Membership	Mission/Purpose	Established By
Massachusetts Fire Training Council	Three current fire chiefs representing various types of fire departments (full time, part time, volunteer), a representative from the Massachusetts Institute of Fire Department Instructors, a representative of the Professional Fire Fighters of Massachusetts, and two other citizens of the Commonwealth.	To develop and approve training standards for fire-fighting training in the Commonwealth. To review and approve expenditures from the Fire Fighting Trust Fund. To advise the Department on policies and procedures relative to fire fighting training.	Mass General Laws, Chapter 842, of the Acts of 1971
Massachusetts State Parent Advisory Council For Chapter 1, ECIA	Members of local parent advisory councils as well as school district parent coordinators	To improve educational services provided to Chapter 1 children in the Commonwealth. To increase the ability of local parent advisory councils (PACs) to advise their local education agencies (LEAs). To advise the State education agency (SEA) of local PAC needs not met by the local education agency. To advise the State education agency on ways by which the SEA can better fulfill its obligation to the LEAs; to provide the LEA with the resources, materials and information required by them to meet their obligations under Chapter 1.	Board of Education (Originally established as MSPAC, Title I, ESEA)
Nutrition Education And Training Program (NETP) State Advisory Council	Representatives from the following constituencies: teachers, school and agency administrators, local board of education, allied professional organizations, school food service director, college instructor, State Department of Public Health, consumer, industry and parent.	To advise and make recommendations to program staff in the development, implementation and evaluation of the Nutrition Education and Training Program. To be supportive of the program within their constituencies and to the general public.	Public Law 95-166 Amended 1982

Name	Composition Of Membership	Mission/Purpose	Established By
Occupational Education Commission	The six members appointed by the Board of Higher Education include one representative each from the Board of Higher education, the Board of Community Colleges and the Board of State Colleges, plus a representative of comprehensive education, a person skilled in technological training for industry, and someone active in the training of teachers of occupational education. The eleven members appointed by the Board of Education include representatives of the Board of Education; Department of Labor; State Council on Vocational Education; organized labor; secondary school students; a representative of industry who has specialized knowledge of the employment needs for semi-skilled and technically trained personnel; plus individuals who are: familiar with special problems of disadvantaged and handicapped people; presently teaching in the field of vocational and technical education; active in business and office education; skilled and experienced in industrial arts education; and skilled in home economics education.	To make recommendations to the Board of Education, through the Division of Occupational Education, relative to the formulation, administration, implementation and supervision of the State plan for occupational, vocational and technical education. To suggest to the Division new programs in occupational education and in the field of research and development. To report on its evaluations of existing occupational education programs, services and activities and recommend any necessary changes for the purpose of assisting the Division in coordinating, promoting and establishing such programs.	Mass. General Laws Chapter 15, Section 1F
State Advisory Committee On Basic Skills Improvement	Representatives from all school constituencies: teachers, parents, students, superintendents, principals, higher education personnel, and from lay public.	To advise the Board of Education on policy and regulations for basic skills improvement. To assist the Department of Education in implementing the Basic Skills Improvement Policy. To provide advice and assistance in strengthening the Policy and its implementation. To be a source of information for the various constituent groups which they represent.	Board of Education

Name	Composition Of Membership	Mission/Purpose	Established By
State Advisory Commission On Special Education	Two members from each regional Special Education Council, which include representatives from the following constituencies: handicapped individuals, teachers of handicapped children, parents of handicapped children, State and local education officers, special education program administrators, secondary school students, and ex-officio members from relevant State agencies.	To advise the Department on unmet needs for special education within the Commonwealth. To decide appeals in accordance with Chapter 4 and G.L. Chapter 71B, section 3. To comment publicly on the Annual State Plan for special education and any regulations proposed by the Department regarding special education and the procedures for distribution of funds under P.L. 98-199. To assist the Department in development and reporting such information as may be required by the United States Commissioner of Education under P.L. 98-199.	Mass. General Laws Chapter 71B Public Law 98-199 (Federal
State Council On Vocational Education	Seven from the private sector; 2 from labor organizations and 5 from business, industry and agriculture, including 1 private sector member of the State Job Training Coordinating Council (the SJTCC) and 1 who represents small business. Six from secondary and postsecondary vocational institutions, including representatives from career guidance and counseling organizations, individuals having special knowledge of the needs of special populations (defined as "women, disadvantaged, handicapped, limited English-speaking and minorities"), and 1 representative of special education.	To advise the Board, the Governor, the business community, and the general public on subjects relative to vocational education.	P.L. 98-524 (Federal) Executive Order No. 252 (State)
State Student Advisory Council	High school students.	To advise the Board on student concerns regarding educational policy. Sub-committees focus on specific areas such as special education, curriculum and instruction, social issues, basic skills and occupational education.	Mass. General Laws Chapter 15, Section 1E

  - o If a majority of these groups made recommendations to the Board at a single meeting, the workload of Board members conscientious enough to thoughtfully consider each recommendation would be overwhelming.

- Second, the roles and responsibilities of some advisory groups have not been clearly defined.

  - o In interviews, some members of advisory groups reported that they are unsure about the topics on which they are expected to make recommendations to the Board.

- Third, the members of some advisory groups believe that the Board does not give adequate consideration to their recommendations.

  - o As a result, overall morale is low, attendance at meetings is light, and members do not come to meetings prepared to make a positive contribution to the proceedings.

- Fourth, some advisory groups do not receive the staff support necessary for them to be effective.

  - o Student advisory groups seem to be particularly effective, and many observers attribute their effectiveness to the significant staff support for their activities.

  - o Students receive training in how to run and plan meetings and go on retreats with Department staff to discuss issues and plan strategy.

- Fifth, some advisory groups, such as the Massachusetts Bilingual Advisory Council, were established to address important timely issues, which demanded frequent advice regularly; however, the Board no longer needs regular expert advice on the issues addressed by some of these groups.

- Only four advisory groups (exclusive of Regional Education Councils) should report to the Board monthly:

  - An Advisory Council on Occupational Education

  - An Advisory Council on Special Education

  - An Advisory Council on Curriculum and Instruction

  - A State Student Advisory Council.

  - Three of these Councils correspond to the three major program divisions within the Department, while the other, the State Student Advisory Council, should be maintained both because it has proved effective and because the Board values student input.

- These advisory councils should meet monthly and prepare written reports to the Board describing their discussions and presenting their recommendations.

  - The Executive Assistant to the Board should prepare monthly letters to each advisory group informing them of the Board's decisions and the reasons the council's recommendations were accepted or rejected.

    o These letters should be reviewed and signed by the Board's Chairperson.

  - Board members should attend council meetings whenever possible.

- Task forces should be established to provide the Board with advice on matters likely to be of particular importance for a short period of time.

  - These task forces should be disbanded when their advice is no longer needed.

  - The advisory groups established by Chapter 188, for example, should be task forces.

    o The Board and the Department should act quickly to establish these groups and rely on them for important direction, information, and insight on the implementation of this legislation.

    o The list of proposed committees for the implementation of Chapter 188 is presented in Exhibit VI-2.

- Other advisory groups currently in existence should report to the appropriate central office bureau or division on a schedule agreed to by both the advisory group and the central office liaison.

  - Central office employees should use the detailed advice provided by these groups to plan and develop Department programs.

- These advisory groups should also report to the Board annually.

Massachusetts Board and Department of Education

ADVISORY COMMITTEES AND COUNCILS
TO IMPLEMENT CHAPTER 188

Group	Appointed/Selected By	Chair	Responsibilities
Internal Advisory Committee*	Commissioner	Deputy Commissioner For Program Operations	o Develop Overall Management Plan o Monitor And Support Reform Implementation Progress
External Advisory Committee*	Commissioner	Deputy Commissioner For External Affairs	o Review Reform Rules, Regulations
School Improvement Councils	School Committee	Principal Of School Building	o Determine How Allocated School Improvement Funds Will Be Spent
Essential Skills Advisory Councils	School Committee	Undetermined	o Assist In The Development Of Proposals For Essential Skills Grants And In The Implementation Of Programs
Statewide Early Childhood Advisory Council	Board	Undetermined	o Provide Guidance And Direction For The Development Of Early Childhood Programs
Early Childhood Grants Advisory Council	Districts Applying For Funds	Undetermined	o Develop Proposals For Early Childhood Grants

* The Office Of Executive Planning And Policy Analysis will act as liaison between the two committees.

- The Board Chairperson should also be authorized to include the advisory groups on Board agendas more often than once a year if additional input from the advisory group is needed.

- Bureaus and Divisions should also be able to establish additional advisory groups and task forces to provide them with recommendations on Department programs and policies as needed.

  - Bureau Directors, with the approval of the appropriate Associate Commissioner, the Deputy Commissioner for Program Operations, and the Commissioner, should be authorized to establish such advisory groups and task forces.

  - These groups should furnish advice directly only to Department officials and should advise the Board only indirectly through Department officials.

  - The number of advisory groups should be limited, however, to topics of enduring importance.

    - Whenever possible, existing advisory councils should be used rather than establishing new groups.

  - The number and duration of task forces should be limited by the significance and time frame of the issues they are to address.

VII - FUNDING

VII - FUNDING

This chapter summarizes the financial impact of the recommendations in this report and estimates the costs of implementing Chapter 188.

COST IMPACT OF STUDY RECOMMENDATIONS

- Net annual cost savings of over $136,000 are possible beginning in FY 1986-1987, as shown on Exhibit VII-1.
  - The positions that are recommended to be discontinued should be reallocated, wherever possible, to implement Chapter 188.
- The more detailed analysis recommended to follow this report will probably reveal that cost savings are possible in a number of additional areas.
  - An analysis of workload requirements in the new Office of Program Services is likely to demonstrate that staffing levels can be reduced through improved coordination, reductions in duplication of activities, streamlining of procedures, and better staff scheduling and sharing in response to workload peaks and valleys.
  - Analysis of workload requirements in the consolidated Finance and Administration Division is likely to reveal opportunities for reductions in staffing levels in that division.
  - A detailed analysis of secretarial requirements in the central office is likely to demonstrate that the Department can perform its responsibilities with fewer secretaries.
  - The shift from the direct provision of technical assistance to a greater reliance on brokering of services is likely to reduce staffing requirements in the regional education centers, thereby making available funds to support the brokered services.
- Implementing some of the recommendations in this report will require additional expenditures, but most can be offset by staff consolidations and increased efficiencies.

EXHIBIT VII-1

Massachusetts Board And Department Of Education

COST IMPACT OF RECOMMENDED STAFFING ADJUSTMENTS(a)

Recommendation	Cost (Saving)
Discontinue the position of Executive Assistant to the Executive Deputy Commissioner	($45,000)
Create the position of Executive Assistant to the Board	45,000
Discontinue one professional position in the Equal Educational Opportunity Bureau	(34,900)
Discontinue the Immigration and Americanization Program (4 positions)	(101,500)
Total	($136,400)

(a)Excludes costs of implementing Chapter 188, which are presented in Exhibit VII-2.

- The recommended analysis of teacher certification procedures is likely to reveal the need for increased staff.

- Efforts by the Department to make more effective use of computer resources will be expensive in the short term; however, in the long term these costs will be more than offset by improved efficiency in Department operations and increased quality of services provided.

- Relocating the Department's central office from Quincy to Boston will increase the cost of the Department's office space.

- Performance of the recommended detailed analysis of staffing requirements in selected units will cost approximately $100,000.

    o This one-time investment is likely to save the Commonwealth much more than it costs in the long term, however, as it is likely to demonstrate that many of the positions required to implement Chapter 188 can be made available through reallocations rather than additions and because any savings made possible through staff reallocations will be recurring.

COST IMPACT OF
IMPLEMENTING CHAPTER 188

- The estimated Departmental costs of the first three years of activity in implementing Chapter 188 are summarized in Exhibit VII-2.

- The total estimated Departmental costs of implementing Chapter 188 during this period are:

    - $893,890 in FY 1985-86

    - $1,331,045 in FY 1986-87

    - $1,007,301 in FY 1987-88.

- These projected costs consist of:

    - Salaries and benefits (based on the FTE estimates presented in Exhibit V-14)

    - Administrative expenses, including travel, printing, supplies, postage, telephone, furniture, copying, meeting expenditures, and miscellaneous

- Special administrative expenses, such as support for advisory committees and stenographers for hearings

- Data processing and computer equipment.

- The estimates given in Exhibit VII-2 are restricted to Departmental costs; they exclude contracts for test development, test administration, and projected amounts of local aid.

- Implementation costs are expected to increase in the second year (1986-87) because several of the new programs will not begin until then and because the amounts of aid to be awarded to local districts will increase substantially in that year, thereby increasing required staff time for review of applications, provision of assistance, and brokering activities.

  - Beginning in 1987-88, costs will decline as start-up activities are completed and programs become fully operational.

- In addition to these Departmental costs, implementation of Chapter 188 will require the development and administration of tests under the Curriculum Assessment, Basic Skills Tests, and Certification Tests programs.

  - The development and validation of tests is an expensive process and must be adequately funded to ensure satisfactory quality.

  - The following estimates for these activities are based on a careful study commissioned by the Department; CMP has concluded that the cost estimates resulting from that study are appropriate.

    - o $2,500,000 in FY 1985-86 (including $1,250,000 for contracts to develop Curriculum Assessment tests and $1,250,000 for contracts to develop Basic Skills tests)

    - o $3,000,000 in FY 1986-87 (including $1,250,000 for contracts to continue developing Curriculum Assessment tests, $500,000 for contracts to develop Certification tests, and $1,250,000 for contracts to continue developing Basic Skills tests)

    - o $1,700,000 in FY 1987-88 (including $700,000 for annual administration of Curriculum Assessment tests, $300,000 for contracts to continue developing Certification tests, and $700,000 for annual administration of Basic Skills tests).

Massachusetts Board and Department of Education

ESTIMATED DEPARTMENTAL COSTS OF IMPLEMENTING CHAPTER 188(a)

Program	FY 1985-86 Staff(b)	FY 1985-86 Administration(c)	FY 1985-86 Total	FY 1986-87 Staff	FY 1986-87 Administration	FY 1986-87 Total	FY 1987-88 Staff	FY 1987-88 Administration	FY 1987-88 Total
School Improvement Councils and Funds	$114,855	$19,950	$134,805	$81,285	$14,250	$95,535	$29,013	$5,700	$34,713
Gifted and Talented	33,569	5,700	39,269	33,569	5,700	39,269	33,569	5,700	39,269
Commonwealth Scholars	8,392	1,425	9,817	8,392	1,425	9,817	8,392	1,425	9,817
Essential Skills Grants	78,408	14,250	92,658	145,546	25,650	171,196	111,977	19,950	131,927
Early Childhood Grants	102,506	17,100	119,606	207,050	34,200	241,250	136,075	22,800	158,875
Leadership Academy	91,596	17,100	108,696	89,678	17,100	106,778	89,678	17,100	106,778
Curriculum Assessment	92,195	14,250	106,445	92,195	106,445	1,356,445	58,626	8,550	67,176
Apprentice Teachers	16,785	5,850(d)	22,635	8,392	1,425	9,817	8,392	1,425	9,817
School and District Evaluation	85,122	64,250(e)	149,372	85,122	44,250(e)	129,372	85,122	44,250(e)	129,372
Horace Mann Teachers	13,188	5,700	18,888	6,594	2,850	9,444	6,594	2,850	9,444
Educational Technology Grants	-	-	-	47,716	11,550(f)	59,266	29,013	8,700(f)	37,713
Instructional Materials Grants	-	-	-	47,716	8,550	56,266	29,013	5,700	34,713

Program	FY 1985-86 Staff(b)	FY 1985-86 Administration(c)	FY 1985-86 Total	FY 1986-87 Staff	FY 1986-87 Administration	FY 1986-87 Total	FY 1987-88 Staff	FY 1987-88 Administration	FY 1987-88 Total
Lucretia Crocker Dissemination Program	-	-	-	33,569	5,700	39,269	16,785	2,850	19,635
Certification Tests	-	-	-	85,122	14,250	99,372	85,122	14,250	99,372
Basic Skills Tests	77,449	14,250	91,699	77,449	14,250	91,699	43,880	8,550 700,000(e) 708,550	52,430
Auditing	-	-	-	52,000	14,250	66,250	52,000	14,250	66,250
Total	$714,065	$ 179,825	$ 893,890	$1,101,395	$ 229,650	$1,331,045	$823,251	$ 184,050	$1,007,301

(a) Includes only Departmental costs; excludes other costs of implementing Chapter 188, such as contracts for test development and local aid aid.
(b) Staff costs include salaries and benefits; benefits = 19.89% of salaries.
(c) Administrative costs have been estimated by formula ($5700 per FTE) based on Department experience; these costs include travel, printing, supplies, postage, telephone, furniture, copying, meeting expenditures, and miscellaneous; specific additional costs are added to the formula amount.
(d) Includes cost of stenographer for hearings ($3,000); required by law.
(e) Includes data processing ($30,000 per year) and additional equipment in 1985-86 ($20,000).
(f) Includes $3,000 to support the Educational Technology Advisory Council.

VIII - IMPLEMENTATION PLAN

VIII - IMPLEMENTATION PLAN

This chapter recommends steps to be taken in implementing the study recommendations.

REVIEW OF REPORT

- The Board of Education should discuss this report with a wide variety of affected and interested constituencies, including:
  - The Office of the Governor
  - The Legislature
  - The Commissioner and other Department managers and staff
  - The Regional Education Center directors, councils, and staff
  - Associations
  - Local school committees and superintendents.
- Following these discussions, the Board should:
  - Determine the areas of agreement with the consultants' recommendations
  - Identify alternatives and/or additional actions it considers necessary
  - Prepare the management plan required by Chapter 188 on the basis of these analyses.

RESPONSIBILITIES AND SCHEDULES

- Exhibit VIII-1 provides a plan of action for implementing this report's recommendations.

Massachusetts Board And Department Of Education

RECOMMENDED IMPLEMENTATION RESPONSIBILITIES AND SCHEDULES

Recommendation	Primary Responsibility	Suggested Schedule Commence	Complete
ACTIONS TO IMPLEMENT CHAPTER 188			
Appoint required advisory committees and councils.	Board of Education Acting Commissioner	Ongoing	3/86
Assign new staff and responsibilities required by Chapter 188 to appropriate units.	Acting Commissioner New Commissioner	Ongoing	7/86
Obtain consultants, temporary staff, and permanent staff required to implement Chapter 188.	Acting Commissioner New Commissioner	Ongoing	7/86
Analyze selected units in more detail to determine required levels of staffing.	Board of Education Acting Commissioner Consultant	1/86	4/86
Reduce staff in specified areas and reallocate positions to meet new responsibilities.	Acting Commissioner New Commissioner	1/86	7/86
Establish position of Information Management Coordinator.	Director, Information Systems Bureau	1/86	1/86
Establish improved procedures for collecting information from local school districts.	Information Management Coordinator	1/86	6/86
Manage a new set of procedures to systematically gather information.	Information Management Coordinator	6/86	Continuous

Recommendation	Primary Responsibility	Suggested Schedule Commence	Complete
Use regional centers to communicate with the State Board, through the Commissioner.	Local Districts	1/86	Continuous
Use regional centers and other channels to more effectively communicate with local districts.	Board of Education Commissioner	1/86	Continuous
Concentrate on achieving an appropriate balance of specialists and generalists serving a variety of program areas.	Regional Center Directors	1/86	Continuous
Improve working relationships.	Board of Education Governor's Office Legislature Department	1/86	Continuous
Continue to collaborate with other State agencies and officials as appropriate.	Board of Education Commissioner	Ongoing	Continuous
Improve visibility and accessibility at local level.	Board of Education Department Managers	1/86	Continuous
Improve the way in which advisory groups communicate with the Board.	Board of Education	1/86	7/86
Rely more heavily on brokering in assisting local school districts.	Deputy Commissioner, Program Operations Regional Center Directors	4/86	Continuous
Coordinate monitoring with technical assistance and brokering.	Deputy Commissioner, Program Operations	4/86	Continuous

Recommendation	Primary Responsibility	Suggested Schedule Commence	Complete
OTHER ACTIONS TO BE IMPLEMENTED IN THE NEAR TERM			
Assert leadership, clarify governance role, and promote consistent approach to carrying out mission.	Board Of Education	1/86	Continuous
Establish an integrated planning process.	Board Of Education	1/86	4/86
Control the Department's financial resources and be accountable to the Governor and Legislature.	Board Of Education	7/86	Continuous
Structure Board meetings to make effective use of time.	Board Of Education	1/86	Continuous
Expand the Board's orientation program and in-service training.	Executive Assistant to the Board	4/86	Continuous
Provide Board members with important, focused information in streamlined agenda packets.	Executive Assistant to the Board	4/86	Continuous
Continue and complete efforts to improve the quality, integration, and utility of automated information systems.	Applications Study Team	1/86	1/88
Establish new procedures for improved coordination between the central office and the regional centers.	Deputy Commissioner, Program Operations	1/86	6/86
Systematically evaluate the Department's, Commissioner's, and Board's performance.	Board of Education	1/86	Annually

Recommendation	Primary Responsibility	Suggested Schedule Commence	Complete
Systematically evaluate teacher certification procedures.	Associate Commissioner, Curriculum and Instruction Consultant	1/86	4/86
Discontinue the Immigration and Americanization program.	Legislature Board of Education	1/86	7/86
Retitle four organization units.	Legislature Board of Education	1/86	7/86
Focus on needed business and management skills in hiring staff.	Associate Commissioner, Finance and Administration	1/86	Continuous
Focus on relevant technical skills in hiring staff.	Associate Commissioner, Program Services	1/86	Continuous
Allow sufficient time for local, regional, and constituent input.	Board of Education Commissioner	1/86	Continuous
ACTIONS REQUIRING INVOLVEMENT OF THE NEW COMMISSIONER			
Clearly delineate roles and responsibilities of Board, Commissioner, central office staff, and regional center staff.	Board Of Education Commissioner	1/86	5/86
Resolve conflict between regional directors' and bureau directors' responsibilities.	Commissioner	4/86	6/86
Evaluate possible relocation of the central office and the Northwest Regional Center	Director, Regional Services	4/86	1/87
Implement a system to continuously monitor employee workload.	Associate Commissioner, Finance and Administration	4/86	8/86

Recommendation	Primary Responsibility	Suggested Schedule Commence	Complete
Develop system to annually evaluate employees' performance and correlate results with promotion and compensation.	Associate Commissioner, Finance and Administration Department of Personnel Administration State Office of Employee Relations	4/86	8/86
More effectively coordinate the use of clerical resources.	Lead secretary in each division and regional center	4/86	Continuous
Appoint an Executive Assistant to the Board.	Board of Education	4/86	7/86
Delegate responsibility for management of routine day-to-day Department operations to the Deputy Commissioner for Program Operations.	Commissioner	4/86	Continuous
Improve coordination of cross-division planning, evaluation, information sharing, and EEO responsibilities and consolidate selected units in an Office of Program Services.	Deputy Commissioner for Program Operations	4/86	8/86
Consolidate financial management, budget, information systems, and grants processing functions in Finance and Administration.	Deputy Commissioner for Program Operations	4/86	8/86
After position is retitled, concentrate entirely on external relations.	Deputy Commissioner for External Relations	4/86	Continuous
Supervise Associate Commissioners on a day-to-day basis.	Deputy Commissioner for Program Operations	4/86	Continuous
Improve communications between Board and Department.	Board of Education Commissioner Executive Assistant to the Board Executive Assistant to the Commissioner	4/86	Continuous

  - The plan suggests assignments of lead responsibility for implementing specific actions and offers schedules for beginning and completing each task.

- The plan is designed to serve as a guide, a succinct set of reminders, and a set of milestones against which implementation progress can be measured.

  - The Commissioner should report periodically to the Board on the status of implementation activities.

  - The Board should periodically give such status reports to the Office of the Governor and the Legislature.

- Some of the recommendations should be implemented by the new Commissioner, if possible, so that this key official, who will have ultimate responsibility for the success of many aspects of the management plan, has an opportunity to participate in the implementation.

  - This involvement will enhance the plan's chances of success.

    o The Commissioner will shape approaches to suit his or her style and preferences.

    o The Commissioner's participation will increase his or her sense of ownership and commitment.

REQUIRED LEGISLATION AND REGULATIONS

- Implementation of some of this report's recommendations will require changes in State statutes and/or regulations, as follows:

  - Board control of the Department's financial resources will require legislative change

  - Reduction of oversight of the Department by the Governor's Office will require changes in either legislation or regulations.

- Some changes in the Department's organizational structure, such as the recommended consolidations of selected units into the Office of Program Services and the Finance and Administration Division, will require amending existing statutes.

  - As an alternative, however, it is recommended that the Department's organizational structure be specified in Board regulations, rather than in State statutes.

- The Board Chairperson, the Commissioner, and the Deputy Commissioner for External Relations should work with appropriate legislative committees and with the Governor's Office to introduce the needed legislation, after all legislative requirements have been determined by the Department's Office of General Counsel and proposed legislation has been drafted by that Office.